



NOTICE OF MEETING

**Notice is hereby given that Hearings for the
Gambling Policies will be held in the Council
Chamber, First Floor, Te Hīnaki Civic Building, 101
Esk Street, Invercargill on Thursday 9 November
2023 at 9.00 am**

Cr R I D Bond
Cr P M Boyle
Cr D J Ludlow
Cr L F Soper

MICHAEL DAY
CHIEF EXECUTIVE

Gambling Policies Hearings Agenda

09 November 2023 09:00 AM

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GAMBLING POLICIES- HEARINGS AND DELIBERATIONS

To: Hearing Panel – Gambling Policies

Meeting Date: Thursday 9 November 2023

From: Gillian Cavanagh, Manger - Environmental Services and Rhiannon Suter, Manager – Strategy and Policy

Approved: Jonathan Shaw, Group Manager – Consenting and Environment

Approved Date: Thursday 26 October 2023

Open Agenda: Yes

Purpose and Summary

This report provides the Hearing Panel with the opportunity to review the submission and hear from the submitters who requested to be heard on the consultation of the Board (TAB) Venues Policy and the Class 4 Gambling Venues Policy.

Recommendations

That the Hearings panel:

1. Receive the report "Gambling Policies - Hearings and Deliberations".
2. Receive the submissions.
3. Note the submitters to be heard:
 - 0910- Submission 05 - Laura Pope (Te Whatu Ora)
 - 0920- Submission 09 - Jarrod True (Gaming Machine Association of NZ)
 - 0930- Submission 07 - Darelle Jenkins (Hospitality NZ)
 - 0940- Submission 10 - Kay Kristensen (The Problem Gambling Association)
 - 0950- Submission 11 - Samantha Alexander (The Lion Foundation)
4. Note the summary of submissions (A4882733).
5. Recommend that the Community Wellbeing Committee adopt:
 - a. **Either** a sinking lid **or** CAP Board Venue Policy
 - b. **Either** a sinking lid **or** CAP Class 4 Venues Policy
6. Agree the following recommended changes to the Draft Class 4 Gambling Venues Policy and the Draft Board (TAB) Venues Policy, following public submissions and incorporating recommended changes from officers:
 - a. Amend the relocation provision of the Draft Class 4 Gambling Venues Policy and the Draft Board (TAB) Venues Policy to:

- only allow the relocation, transfer of EGMs and merger of venues within and to the Central Business District (CBD);
 - remove all references to Business Zone 2 from both Draft Policies.
 - consider applications for relocation of venues that are already located within the CBD to a different location with a lower deprivation rating in the CBD, on a merit basis;
 - consider applications for relocation of venues to relocate within the CBD to a location that is further away from a suburban/ residential area to a more suitable area.
- b. Amend the relocation provision of the Draft Board (TAB) Venues Policy (only) to incorporate mandates to prevent TAB venues from relocating to areas within 100 meters of sensitive premises or ATMs.
 - c. Amend Appendix 1 to refer to Section 252 of the Sale and Supply of Alcohol Act 2012 in the section "Intoxicated patrons are prevented from gambling".
 - d. Update Appendix 1 to add information on Invercargill City Council's (Council) Request For Service (RFS) function regarding gambling operations, to allow people to report any breach of the Voluntary Code of Conduct in venues, in line with the Gambling (Harm Prevention and Minimisation) Amendment Regulation 2023. Council will forward the RFS details to the appropriate enforcement agency.
 - e. Update Appendix 2 of both draft Policies to clearly show the intent of the maps with clearer CBD and Business Zone 2 boundaries, use of unambiguous colours and an explanation of the colours shown.

Background

The Board (TAB) Venues Policy and the Class 4 Gambling Venues Policy) are due for their three-year review in line with the Racing Industry Act 2020 and the Gambling Act 2003.

Further background detail which was provided to the Community Wellbeing Committee (12 September 2023) at the time of adoption of the draft Policies for consultation is provided for reference as an appendix to this report.

Cr Darren Ludlow, Cr Ria Bond, Cr Trish Boyle and Cr Lesley Soper were nominated to the Hearings Panel.

Council consulted on the draft Policies between 18 September and 18 October 2023.

Council invited stakeholders and the public to make submissions on the draft Policies.

Submissions could be made online at Letstalk.icc.govt.nz, dropped off at Te Hinaki Civic Building, the Bluff Service Centre, the Public Library, Murihiku Marae or posted.

Issues

CAP or sinking lid

The options of a sinking lid or a CAP on Electronic Gaming Machines (EGMs) for implementation were presented for consultation.

There were eleven submissions received within the consultation period. Five submissions were in support of a sinking lid policy and six were in support of a capped policy. Five submissions requested to be heard.

Given the close split in the preferred option for adoption in the submissions, it is suggested that the Hearing Panel also consider the feedback received in support of a sinking lid from the pre-engagement stakeholder Hui.

A capped policy:

Six respondents prefer implementing capped policies. Especially for the draft Class 4 Gambling Venues Policy a cap of 226 EGMs is favoured for implementation. Gaming Association of New Zealand and Hospitality New Zealand's submissions were specifically on the draft Class 4 Gambling Venues Policy.

The Lion Foundation, the Gaming Machine Association of New Zealand and Hospitality New Zealand do not support the implementation of a sinking lid policy. The Lion Foundation states that the current policy is working and there is no new evidence that suggests the need for a more restrictive policy.

The Gaming Machine Association of New Zealand states that the number of gaming machines is in a natural decline. There has been a 31% decrease in the number of gaming machine venues from 2015. There is no evidence that suggests that the reduction of venues and EGMs can reduce the problem of gambling.

The Lion Foundation and the Gaming Machine Association of New Zealand refer to the National Gambling Studies (2014 & 2015) and the Gambling Harms Needs Assessment (2021) to indicate that the prevalence of gambling rate has remained unchanged. Their submission also indicates that there has been a decrease in the number of interventions over the past years.

They noted that problem gambling rate is not limited to Class 4 and TAB gambling, it covers all forms of gambling.

Gaming Machine Association of New Zealand and Hospitality New Zealand believe implementing a sinking lid policy is unlikely to reduce the problem of gambling but over time can reduce the availability of community-based funding for Invercargill City, and also suggest that a sinking lid will be inappropriate as obligatory harm minimisation measures are already placed under the Gambling Act 2003 and the Gambling Harm Prevention and Minimisation Regulations in 2023.

They suggested that a reduction of physical gambling venues can lead patrons to the portal of unregulated online gambling. Online gambling does not generate any community funding, does not generate any tax revenue, and does not make any contribution to New Zealand health and treatment services.

Community Funding:

The Lion Foundation, Gaming Machine Association of New Zealand and Hospitality New Zealand provided detailed context on the importance of community funding generated from the gambling sector.

Gaming Machine Association of New Zealand provide data to indicate the community benefits from the Gaming machine funding in the Invercargill City District. The figure shows in 2022, \$5,549,610 was granted to the community for sports, education, community events, health services and environmental and animal services. And approximately six per cent of all grants are made to national and regional organisations, this includes health emergency services.

Similarly, The Lion Foundation aims to return 90% of the funds back to the community and 10% is granted to national organisations. These grants are allocated for sports, community, arts and culture, health and education sectors. Their submission provides local and regional grants distribution within the Invercargill City District.

Community:

TLF's submission shows how a reduction of community grants may affect the wider community. It can decrease funding and can reduce the quality of the services in the sports sector which can reduce both young and adult participation. It can also significantly affect not-for-profit organisations, voluntary groups and emergency services to deliver their missions.

One submitter from St John Ambulance Service stated that the gambling community largely support this ambulance service, if funding is to be reduced it will be very difficult to provide lifesaving services to the community.

Harm prevention:

The Lion Foundation supports the monitoring and review provision of the proposed draft capped policy.

They noted that each year the class 4 gambling industry makes a significant contribution to a problem gambling levy. These funds will allow the Ministry of Health to support and treat gambling addiction and increase public awareness.

A Sinking Lid Policy:

Te Whatu Ora, Problem Gambling Foundation and three members of the public made submissions in support of a sinking lid.

Te Whatu Ora and the Problem Gambling Foundation recommend implementing the "gold-standard" sinking lid without the relocation, merger and transfer provisions, while the three public respondents were in accord with the sinking lid placed for consultation.

Te Whatu Ora indicated that the study conducted by the New Zealand Work Research Institute (2020) has provided evidence that suggests policies that inhibit the accessibility to gambling services have been proven to reduce the harm from gambling. Similarly, the Problem Gambling Foundation referred to evidence that suggests a Territorial Authorities that implemented a more restrictive sinking lid policy experienced less gambling harm than Territorial Authorities that implemented a capped policy.

Te Whatu Ora and Problem Gambling Foundation suggest from a public health perspective a sinking lid is the best policy tool to minimise and prevent gambling harm. A sinking lid policy can help restrict harmful gambling and will ensure a decrease in gambling machines and venues over time.

Te Whatu Ora addresses the concerns that a sinking lid can lead to more participation in online gambling. During the COVID-19 lockdown period, there has been a decrease in dollars spent on Class 4 and TAB venues. There was no strong evidence to suggest a migration of Class 4 and TAB patrons to online gambling during this time. A post-lockdown survey indicated an overall reduction across all forms of gambling. Therefore Te Whatu Ora firmly believes that restrictive attributes of a sinking lid will reduce gambling harm in the community.

Revenue and Community Funding:

Problem Gambling Foundation indicated that there has been a general growth in the annual gaming machine profits since 2015. The largest spike was in 2022 with approximately seventeen million dollars lost to Class 4 EGMs in Invercargill.

From 2020, the number of venues decreased from seventeen to fifteen and a reduction of EGMs from 247 to 226. Given the spike in 2022, Te Whatu Ora suggests as the machines and venues have decreased the dollars spent on EGMs have increased. This could mean players are spending longer hours using EGMs, betting more on games or more people are using EGMs.

Problem Gambling Foundation indicated that the majority of the Class 4 EGM participation comes from lower-income households. Continued expenditure and exposure to gambling can normalise the poverty scale for the people who already live within vulnerable communities.

Community deprivation and harm:

As fourteen of the fifteen gambling venues in Invercargill are located in areas of medium to high deprivation rating Te Whatu Ora states that residents living in close proximity are more likely to engage in gambling which can lead to social, financial and health disparities.

Gambling is more prevalent in vulnerable communities. Problem Gambling Foundation indicated that the 2020 Health and Lifestyles Survey estimates showed that:

- a. Māori were 3.13 times more likely to be moderate-risk or problem gamblers than non-Māori and non-Pacific peoples,
- b. Pacific peoples were 2.56 times more likely to be moderate-risk or problem gamblers than non-Māori and non-Pacific peoples, and
- c. Asian people were 9.5 times more likely to experience harmful gambling compared to European / other New Zealanders.

To better address this socioeconomic disparity caused by gambling Problem Gambling Foundation and Te Whatu Ora recommend implementing sinking lid policies. Te Whatu Ora refers to the 2020 study by the New Zealand Work Research Institute indicating a relationship between a reduction in bankruptcies and the implementation of the sinking lid policy, as it stands a sinking lid is the best tool to mitigate gambling harm within the community.

One respondent strongly advocated for the sinking lid to reduce the exposure of gambling to children and young people to encourage a more sociable, stable and responsible future generation.

Voluntary code of conduct

Of the eleven responses, five respondents were in support of the code, one did not support the code and the other five respondents did not mention the code of conduct in their submissions.

Te Whatu Ora, Problem Gambling Foundation, Hospitality New Zealand and The Lion Foundation appreciate Council for incorporating gambling harm prevention measures in the draft Policies for consultation. Although Hospitality New Zealand appreciates the intent of the code of conduct, they raised the point that the majority of the content is already obligatory under the Gambling Act 2003 and Gambling Harm Prevention and Minimisation Regulations in 2023.

One respondent in particular suggested its introduction in venues located in the CBD and in suburban areas.

Proposed amendments to the Policies provided in submissions

Some submissions suggested amendments to the draft policies. It is to be noted that amendments to the policies will be made after hearings and deliberation.

Suggested amendments to the relocation, transfer and merge clause:

1. The Gaming Machine Association of New Zealand and Hospitality New Zealand recommended expanding the relocation provision of the draft Class 4 gambling venues policy :
 - a. to consider the venues within the Central Business District (CBD) or Business Zone 2 to move to a different location with a lower deprivation rating within the Central Business District or Business Zone 2 on a merit basis.
 - b. to consider venues to move within the CBD or Business Zone 2 within the CBD to a location that is further away from a suburban/residential area to a more suitable area.
 - c. to consider the venues to move within the CBD or Business Zone 2 to new, smaller, modern, refurbished premises that attract more affluent clientele.

Proposed amendments 1 a and b are recommended by officers as a result of the submissions. 1 c is not recommended as it can be interpreted as promoting and targeting affluent clientele on the bases of that they are in lower risk of financial harm from gambling. This proposed amendment ignores the harm prevention purpose of the Draft Class 4 Gambling Venues Policy.

2. Te whatu Ora and The Problem Gambling Foundation recommend implementing a gold standard sinking lid policy that prohibits the relocation, transfer of EGMs and merger of venues for the Policies.
 - a. Te whatu Ora recommends amendments to the current relocation provision that allows venues to relocate to the CBD or Business Zone 2. This provision can be problematic as the CBD or Business Zone 2 are located in a high deprivation rating (level 9 deprivation). This means the statutory social impact assessment required (under the Gambling Act 2003 and the Racing Industries Act 2020) as part of the application will not allow venues to relocate within the CBD or Business Zone.

- b. Te whatu Ora and The Problem Gambling Foundation recommend prohibiting relocation of venues and transfer of EGMs and the merger of venues if their preferred option of a "gold standard sinking" is to be implemented.
- c. Te Whatu Ora recommends that TAB venues be not allowed to relocate within 100 meters of sensitive premises or ATMs.

Proposed amendments 2 a and c are recommended by officers as a result of submissions. Considering the proposed amendment 2 a, officers have recommended amending the relocation, transfer and merger provisions to only consider applications for relocation, transfer of EGMs and merger of venues to and within the CBD, not Business Zone 2.

The submission highlighted that the majority of the Business Zone 2 areas are located in areas with high deprivation ratings. This means the statutory social impact assessment required as part of the application pursuant to the Gambling Act 2003 and the Racing Industry Act 2020 will not allow venues to relocate, merge and transfer EGMs to Business Zone 2. Thus officers recommend removing all references to Business Zone 2 from both the Draft Policies.

Proposed amendment 2 b is not recommended. Increasing the requirements of the sinking lid could be considered further at the next review.

3. The Lion Foundation recommends an addition to the relocation provision which will allow Council to apply discretion on a case-by-case basis to permit appropriate instances of relocation to a venue that is within the CBD or Business Zone 2. This means if the applicant can demonstrate the proposed site is more desirable from a harm minimisation perspective a relocation should be permitted.

Proposed amendment 3 is recommended by staff if a capped Policies are implemented. Considering proposed amendment 2 a, officers recommend to only consider applications for relocation to and within the CBD, not Business Zone 2.

Suggested amendment to Appendix 2

4. Te Whatu Ora suggests using maps with clear CBD and Business Zone 2 boundaries and better colour.

Proposed amendment 4 is recommended by officers as a result of submissions.

Suggested amendments to the proposed Appendix 1:

5. Hospitality New Zealand recommends that the section of the draft policies (pages 6 and 8) that address the intoxicated players to adhere to section 252 of the Sale and Supply of Alcohol Act 2012 which creates an offence for the licensee or a manager of any licensed premises who allows an intoxicated person to be or remain on the licensed premises
6. The Problem Gambling Foundation recommends if the best practice code of conduct remains in the gambling policies then supporting actions need to be considered in line with the Gambling (Harm Prevention and Minimisation) Amendment Regulation 2023. They also recommend processes to be developed for the public to address concerns, and for Council to respond to the public concerns when host responsibility breaches are notified.

Proposed amendments 5 and 6 are recommended by officers as a result of submissions. Especially for proposed amendment 6, officers recommend updating Appendix 1 to add information on Council's Request For Service (RFS) function regarding gambling operations, to allow people to report any breach of the Voluntary Code of Conduct in venues, in line with the Gambling (Harm Prevention and Minimisation) Amendment Regulation 2023. Council will forward the RFS details to the appropriate enforcement agency.

All recommended change to the Draft Policies are provided in Resolution 6 of this report.

Schedule for Hearings

Thursday 9 November 2023- Gambling Policies Hearings

Hearing Time	Hearing Slot	Submission Number	Speaker
0910	01	05	Laura Pope- Te Whatu Ora
0920	02	09	Jarrod True - Gaming Machine Association of NZ
0930	03	07	Darelle Jenkins – Hospitality NZ
0940	04	10	Kay Kristensen – The Problem Gambling Association
0950	05	11	Samantha Alexander, The Lion Foundation

Next Steps

The Hearing Panel will hear, deliberate and make decisions for the adoptions of the Class 4 gambling Venues Policy and Board (TAB) Venues Policy on 9 November 2023.

Attachments

1. Summary of submissions (A4882733)
2. Submissions in full
 - 2.1 To be Heard
 - Submission 5 - Laura Pope – Te Whatu Ora (A4959562)
 - Submission 9 - Jarrod True - Gaming Machine Association of NZ (A4959509)
 - Submission 7 - Darelle Jenkins – Hospitality NZ (A4959576)
 - Submission 10 - Kay Kristensen – The Problem Gambling Association (A4959493)
 - Submission 11 - Samantha Alexander, The Lion Foundation (A4953221)
 - 2.2 To not be Heard
 - Submission 1 - Melissa Webb (A4918062)
 - Submission 2 - Mary Napper (A4918066)
 - Submission 3 - Roger Deacon (A4943948)
 - Submission 4 - Andrew Gary (A4953211)
 - Submission 6 - Liam Neil Calder (AA4959357)
 - Submission 8 - Brian Robert Nicholson (A4918055)

Summary of Submissions							
Submission Number	Name	Organisation	Do they wish to present to Council?	Preferred option for adoption- sinking lid or CAP?	Do they want to receive email updates about future consultations?	Summary of Submission	Response from Managers
1	Melissa Webb	N/A	No	Sinking lid	Yes	The submitter supports a sinking lid. Gambling should not be conducted in the presence of people under 18. Scenarios-based examples of winning and losing by gambling parents are used to explain the influence and secondary effect of gambling on children. Emphasise the social and psychological harm caused by gambling in families and its effect on young ones. Prefers a sinking lid to reduce gambling and addiction risks to create a more stable and responsible future generation.	
2	Mary Napper	N/A	No	Sinking lid	Yes		
3	Roger Deacon	Queens Park Medical Centre	No	Sinking lid	Yes	Does not support the code of conduct.	
4	Andrew Gray	St John- South Island	No	CAP	Yes	Gambling community funding largely supports the St John ambulance service. If funding is to be reduced it will be very difficult to provide life-saving services to the community.	
5	Laura Pope	Te Whatu Ora	Yes	Sinking lid	Yes	Recommends that ICC adopt the gold standard sinking lid for Class 4 gambling venues policy to prevent relocation and transfer of Class 4 gambling sites and machines. Current relocation provisions to move venues to the CBD and Business Zone 2 can be problematic as the CBD and Business Zone 2 are located in areas with medium to high deprivation, i.e. the mandatory social impact assessment will not allow venues to move to these locations. The maps need improvement with clear boundaries and clear interpretation of the colours used. Recommends that the council consider the gold standard sinking lid for Board (TAB) gambling policies. Suggests that TAB venues should not be permitted within 100m of sensitive premises and not able to relocate to a relocate within 100m of an ATM. Te Whatu Ora supports the voluntary code of practice.	
6	Liam Neil Calder		No	CAP			
7	Darelle Jankins	Hospitality New Zealand	Yes	CAP	Yes	It is to be noted that this submission agrees with GMANZ's recommended amendments to the Class 4 gambling venues policy. States the intent of the proposed code of conduct is already obligatory under the Gambling Act 2003 and the Gambling Harm Prevention and Minimisation Regulations in 2023. Suggest that the policy adheres to section 252 of the Sale and Supply of Alcohol Act 2012 which can create an offence for the licensee or a manager of any licensed premises who allows an intoxicated person to be or remain on the licensed premises.	
8	Brian Robert Nicholson	N/A	No	CAP		The submitter wants the voluntary code of conduct to be introduced promptly to the venues in the CBD and suburbs.	
9	Jarrod True	Gaming Machine Association of New Zealand	Yes	CAP	N/A	The submitter supports a CAP of 226 gaming machines for adoption. Recommends amendments to the relocation provision to consider applications for relocation of venues within the CBD and Business Zone 2 that are already located in the CBD or Business Zone 2 and recommends the policies to allow venues within the CBD or Business Zone 2 to relocate to more suitable locations away from suburbs and residential areas. Also recommends that the policy allow relocation within the CBD or Business Zone 2 to a new, smaller, modern, refurbished premises that will attract a more affluent clientele. Provides detailed context of gaming machine funds, venue revenue and fund distribution to different sectors. Explains the positives of gambling and the disadvantages of a sinking lid. They also provide the dangers of online gambling and the regulatory limitations to manage online gambling in New Zealand.	
10	Kay Kristensen	The Problem Gambling Foundation	Yes	Sinking lid		PGF supports a sinking lid for both policies without the relocation and merger provisions. Supports the introduction of a best practice code of practice. Recommends support actions for the code of conduct to align with the gambling (harm prevention and minimisation) amendment regulation 2023. Recommends the council develop a process for the public to address their concerns and a system in place for the Council to respond to the public concern when there is a breach of host responsibility. This submission provides a brief account of gambling venue density, EGM profit, community returns and intervention data for Invercargill. Refers to MHF's data to address the prevailing effect of gambling harm in New Zealand. Addresses the threat of unregulated online gambling. A sinking lid without relocation and merger provisions is the best public health approach to prevent and minimise gambling harm in the community.	Council has in place Request for Service (RFS) type for enquiries and complaints relating to gambling. Any RFS will be responded to or forwarded to the appropriate agency (e.g. DIA) for investigation.

Gambling Policies Hearings Agenda - Gambling Policies - Hearings and Deliberations (A4845238)

11	Tony Goldfinch and Samantha Alexander	The Lion Foundation	Yes	CAP	N/A	<p>The submission is in support of a capped policy. Provides a detailed context of the community and national benefits that are funded by gaming machine revenue. A capped policy will meet the objective of balancing the potential harm from gambling against the benefits of using gaming machines as a mechanism for community fundraising. There is no new evidence to suggest the need for a more restrictive policy. National data suggest that there has been a % decrease in the number of people seeking intervention and the use of gambling helplines thus adopting a sinking lid will disagree with national studies. Recommended that the council consider the application on a case-by-case basis that allows the relocation of venues that are already located in the CBD and Business Zone 2 to move to a different location within the CBD or Business Zone 2. A sinking lid policy can unintentionally drive people towards unregulated online gambling. TLF supports the monitoring and review aspects of the draft policies. The gambling levy and other contributions support national initiatives to support and treat gambling addiction and increase awareness.</p>	
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Hearing Timetable – Gambling Policies 09 November 2023

Hearing	Sub #	Name	Time
09.11.2023	#	Meeting Opened	0900
1	5	Laura Pope – Te Whatu Ora	0910
2	9	Jarrold True - Gaming Machine Association of NZ Zoom	0920
3	7	Darelle Jenkins – Hospitality NZ Zoom	0930
4	10	Kay Kristensen – The Problem Gambling Association Zoom	0940
5	11	Samantha Alexander, The Lion Foundation – Zoom	0950

Te Whatu Ora
Health New Zealand

Invercargill City Council – TAB and Class 4 Gambling Policy 2023 Consultation

25 September 2023

For more information please contact:

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Our reference: 23Sept04

Submitter details:

Thank you for the opportunity to submit on Invercargill City Council (ICC)'s Gambling Policies consultation. This submission has been compiled by the National Public Health Service (NPHS) Southern team within Te Waipounamu. The National Public Health Service recognises its responsibilities to improve, promote and protect the health of people and communities of Aotearoa New Zealand under the Pae Ora Act 2022 and the Health Act 1956.

General comments:

Gambling policies (including TAB and Class 4 gambling) have been introduced to help minimise harm and restrict the growth of gambling. Factors that cause people to gamble include accessibility, leisure, social connectivity, stress, impulsivity, and other mental health illnesses.¹ Gambling can normalise the poverty cycle for people who already live within vulnerable communities.¹ There is a vast range of addiction services that have the ability to help those who are faced with problem gambling, however preventing harm related to gambling is also necessary to protect vulnerable individuals. Policies that inhibit the accessibility to gambling services (for example TAB and Class 4 venues) have been proven to reduce the harm of gambling.²

The total expenditure (player losses) in 2022 was just over \$17 million across Class 4 gaming machines in Invercargill.³ This is the highest annual record yet. The number of Class 4 venues has decreased from 17 to 15 since 2020, while the number of electronic gaming machines have been reduced from 245 to 226. As the number of venues and machines have decreased, the money spent on electronic gaming machines have increased.³ Players are therefore spending longer hours playing gaming machines, whilst betting more on a game, or alternatively, there are more players at the gaming machines.

From 2020 to 2022 spending towards gambling decreased when Class 4 and TABs were closed during COVID-19 lockdown.³ There was no strong evidence to suggest a proportional number of those who gamble in Class 4 and TAB venues started using online gambling during this time. According to the post-lockdown survey, there was a reduction in gambling observed, compared to prior lockdowns.⁴ This included online, Class 4, and TAB forms of gambling.⁴ Therefore, removing accessibility to gambling venues is an effective tool to help prevent gambling harm within the community.

Notably, 14 out of 15 gambling venues are located in areas with medium to high levels of deprivation in Invercargill.³ Residents living in close proximity to gambling venues are more likely to engage in gambling, leading to increased financial hardships and exacerbating health disparities.⁵ Gambling issues also highlight an equity concern, disproportionately affecting Māori, Pacific peoples, young individuals, and those with lower incomes.⁶ After adjusting for deprivation levels, Māori were found to be over 3.13 times more likely to exhibit moderate-risk or problem gambling behaviours compared to non-Māori and non-Pacific populations.⁷ Pacific peoples were 2.56 times more likely to display similar behaviours.⁷ These groups are more susceptible to additional risk factors for gambling-related harm, such as low income and

residence in low socioeconomic communities, where certain forms of gambling, particularly Non-Casino Gambling Machines (NCGMs or 'pokies'), are more accessible.⁷

To fulfil the commitments of Te Tiriti o Waitangi, the Crown must work towards achieving equitable outcomes for Māori. To honour this commitment, it is imperative for the local government to address and eliminate the disparities in the determinants of health and well-being for iwi, hapū, whānau, and Māori communities.

Specific comments:

(1) The Class 4 Gambling Sinking Lid Policy

- NPHS-Southern strongly supports the adoption of the sinking lid policy for Class 4 gambling venues. The sinking lid policy can restrict harmful gambling and ensure that over time the number of gambling venues will decrease.² A relationship has been found between reduction in bankruptcies and the adoption of sinking lid policy in New Zealand. As it currently stands the sinking lid policy has become the most effective policy to reduce problem gambling in New Zealand.²
- We recommend that ICC adopt a 'gold standard' sinking lid which would create a more robust policy that prevents any Class 4 gambling site from relocating. As it stands venues and electronic gaming machines (EGM) can be relocated and transferred so long as council consent is obtained. Currently relocation is possible into the Invercargill CBD/Business 2 zone. The CBD/Business 2 zone in Invercargill has a deprivation level of 9 meaning if council consider a social impact assessment (as required by the Racing Industry Act 2020), then no gambling sites should be permitted to move into this area. NPHS-Southern strongly recommends that relocation and transfer of EGM's are not possible in the sinking lid policy to prevent further harm from gambling.

(2) Improving Map Clarity

Within the document it is hard to understand what the map is aiming to display. We understand that the map has outlined the CBD/Business 2 Zone however the colours on the maps are ambiguous and do not explicitly state where the boundary is. We recommend clearly stating what each map is showing and including an interpretation of the colours shown.

(3) The Board (TAB) Gambling Sinking Lid Policy

NPHS-Southern supports the adoption of the sinking lid policy for Board (TAB) gambling venues. The sinking lid is the most effective way council can prevent harm from gambling. Over half of New Zealand councils have a sinking lid policy and it is shown to be the most effective policy to prevent problem gambling.² We recommend that council consider the gold standard sinking lid for the Board (TAB) gambling policy.

(4) Including Sensitive Premises

If the council intends to allow relocation of Board (TAB) venues, then preventing these from moving to sensitive sites is important. We recommend that a TAB venue should not be able to be moved within 100 metres of a sensitive premises and not able to relocate within 100 meters of an automatic teller machine.

(5) Adopting the Best Practice Code of Conduct in **Both** Gambling Policies

NPHS-Southern is supportive of including the code of conduct within both Board (TAB) and Class 4 gambling policies. It will be helpful to display and outline how gambling venues should operate so that the code of practice is consistent across Invercargill.

Conclusion:

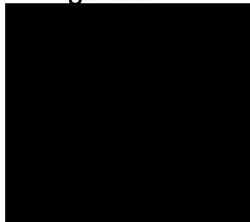
NPHS-Southern:

- Supports the adoption of the sinking lid policy for Class 4 Gambling, and strongly recommend that it is implemented at the gold standard.
- Supports the adoption of the sinking lid policy for TAB Gambling, and strongly recommends that it is implemented at the gold standard.
- Recommends adapting the map to clearly show the CBD/Business 2 Zone boundary.
- Strongly recommends including sensitive premises in the TAB Gambling policy.
- Supports adopting the best practice code of conduct in all gambling policies.

The National Public Health Service - Southern thanks Invercargill City Council for the opportunity to comment on the proposed changes to the Class 4 and TAB gambling policies.

We wish to be heard with respect to this submission.

Ngā mihi




Vince Barry

Regional Director Public Health Te Waipounamu

National Public Health Service

References:

1. Latvala T, Lintonen T, Konu A. 2019. Public health effects of gambling - debate on a conceptual model. BMC Public Health.
2. Erwin, C., Lees, K., Pacheco, G. & Turcu, A. 2020. Capping Gambling in NZ: The effectiveness of local government policy interventions. Auckland: New Zealand Work Research Institute.
3. Department of Internal Affairs. 2023. Gaming Machine Profits (GMP) Dashboard. [gambling statistics gmp dashboard - dia.govt.nz](https://gambling-statistics.gmp.dashboard-dia.govt.nz)
4. Health Promotion Agency. Post-lockdown survey - the impact on health risk behaviours. Wellington: Health Promotion Agency; 2020.
5. Badji, S, Black, N, Johnston, D, 2020, Proximity to gambling venues, gambling behaviours and related harms, Victorian Responsible Gambling Foundation, Melbourne.
6. Ministry of Health. 2022. Strategy to Prevent and Minimise Gambling Harm 2022/23 to 2024/25. Wellington: Ministry of Health.
7. Te Hīringa Hauora. 2021. Results from the Health and Lifestyles Survey 2020.

	Respondent No: 5	Responded At: Oct 12, 2023 15:10:30 pm
	Login: Anonymous	Last Seen: Oct 12, 2023 15:10:30 pm
	Email: n/a	IP Address: n/a

- Q1. **Full name:** Laura Pope
-
- Q2. **Organisation:** National Public Health Service Southern (NPHS-S) - Te Whatu Ora
-
- Q3. **City / town:** Invercargill
-
- Q4. **Postcode:** 9810
-
- Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** Yes
-
- Q6. **Do you support a sinking lid or a cap approach?** Sinking Lid

Q7. Is there anything you would change in the draft policies?

Invercargill City Council – TAB and Class 4 Gambling Policy 2023 Consultation 25 September 2023 For more information please contact: Laura Pope Health Promotion Advisor | Kaiwhakatairanga Hauora National Public Health Service, Southern Te Waipounamu Region waea: [REDACTED] waea pūkoro: [REDACTED] | Imēra [REDACTED] | [REDACTED] Invercargill 9810 Our reference: 23Sept04 Submitter details: Thank you for the opportunity to submit on Invercargill City Council (ICC)'s Gambling Policies consultation. This submission has been compiled by the National Public Health Service (NPHS) Southern team within Te Waipounamu. The National Public Health Service recognises its responsibilities to improve, promote and protect the health of people and communities of Aotearoa New Zealand under the Pae Ora Act 2022 and the Health Act 1956. General comments: Gambling policies (including TAB and Class 4 gambling) have been introduced to help minimise harm and restrict the growth of gambling. Factors that cause people to gamble include accessibility, leisure, social connectivity, stress, impulsivity, and other mental health illnesses.¹ Gambling can normalise the poverty cycle for people who already live within vulnerable communities.¹ There is a vast range of addiction services that have the ability to help those who are faced with problem gambling, however preventing harm related to gambling is also necessary to protect vulnerable individuals. Policies that inhibit the accessibility to gambling services (for example TAB and Class 4 venues) have been proven to reduce the harm of gambling.² The total expenditure (player losses) in 2022 was just over \$17 million across Class 4 gaming machines in Invercargill.³ This is the highest annual record yet. The number of Class 4 venues has decreased from 17 to 15 since 2020, while the number of electronic gaming machines have been reduced from 245 to 226. As the number of venues and machines have decreased, the money spent on electronic gaming machines have increased.³ Players are therefore spending longer hours playing gaming machines, whilst betting more on a game, or alternatively, there are more players at the gaming machines. From 2020 to 2022 spending towards gambling decreased when Class 4 and TABs were closed during COVID-19 lockdown.³ There was no strong evidence to suggest a proportional number of those who gamble in Class 4 and TAB venues started using online gambling during this time. According to the post-lockdown survey, there was a reduction in gambling observed, compared to prior lockdowns.⁴ This included online, Class 4, and TAB forms of gambling.⁴ Therefore, removing accessibility to gambling venues is an effective tool to help prevent gambling harm within the community. Notably, 14 out of 15 gambling venues are located in areas with medium to high levels of deprivation in Invercargill.³ Residents living in close proximity to gambling venues are more likely to engage in gambling, leading to increased financial hardships and exacerbating health disparities.⁵ Gambling issues also highlight an equity concern, disproportionately affecting Māori, Pacific peoples, young individuals, and those with lower incomes.⁶ After adjusting for deprivation levels, Māori were found to be over 3.13 times more likely to exhibit moderate-risk or problem gambling

Gambling Policies Hearings Agenda - Submissions

behaviours compared to non-Māori and non-Pacific populations.⁷ Pacific peoples were 2.56 times more likely to display similar behaviours.⁷ These groups are more susceptible to additional risk factors for gambling-related harm, such as low income and residence in low socioeconomic communities, where certain forms of gambling, particularly Non-Casino Gambling Machines (NCGMs or 'pokies'), are more accessible.⁷ To fulfil the commitments of Te Tiriti o Waitangi, the Crown must work towards achieving equitable outcomes for Māori. To honour this commitment, it is imperative for the local government to address and eliminate the disparities in the determinants of health and well-being for iwi, hapū, whānau, and Māori communities. Specific comments: (1) The Class 4 Gambling Sinking Lid Policy • NPHS-Southern strongly supports the adoption of the sinking lid policy for Class 4 gambling venues. The sinking lid policy can restrict harmful gambling and ensure that over time the number of gambling venues will decrease.² A relationship has been found between reduction in bankruptcies and the adoption of sinking lid policy in New Zealand. As it currently stands the sinking lid policy has become the most effective policy to reduce problem gambling in New Zealand.² • We recommend that ICC adopt a 'gold standard' sinking lid which would create a more robust policy that prevents any Class 4 gambling site from relocating. As it stands venues and electronic gaming machines (EGM) can be relocated and transferred so long as council consent is obtained. Currently relocation is possible into the Invercargill CBD/Business 2 zone. The CBD/Business 2 zone in Invercargill has a deprivation level of 9 meaning if council consider a social impact assessment (as required by the Racing Industry Act 2020), then no gambling sites should be permitted to move into this area. NPHS-Southern strongly recommends that relocation and transfer of EGM's are not possible in the sinking lid policy to prevent further harm from gambling. (2) Improving Map Clarity Within the document it is hard to understand what the map is aiming to display. We understand that the map has outlined the CBD/Business 2 Zone however the colours on the maps are ambiguous and do not explicitly state where the boundary is. We recommend clearly stating what each map is showing and including an interpretation of the colours shown. (3) The Board (TAB) Gambling Sinking Lid Policy NPHS-Southern supports the adoption of the sinking lid policy for Board (TAB) gambling venues. The sinking lid is the most effective way council can prevent harm from gambling. Over half of New Zealand councils have a sinking lid policy and it is shown to be the most effective policy to prevent problem gambling.² We recommend that council consider the gold standard sinking lid for the Board (TAB) gambling policy. (4) Including Sensitive Premises If the council intends to allow relocation of Board (TAB) venues, then preventing these from moving to sensitive sites is important. We recommend that a TAB venue should not be able to be moved within 100 metres of a sensitive premises and not able to relocate within 100 meters of an automatic teller machine. (5) Adopting the Best Practice Code of Conduct in Both Gambling Policies NPHS-Southern is supportive of including the code of conduct within both Board (TAB) and Class 4 gambling policies. It will be helpful to display and outline how gambling venues should operate so that the code of practice is consistent across Invercargill. Conclusion: NPHS-Southern: • Supports the adoption of the sinking lid policy for Class 4 Gambling, and strongly recommend that it is implemented at the gold standard. • Supports the adoption of the sinking lid policy for TAB Gambling, and strongly recommends that it is implemented at the gold standard. • Recommends adapting the map to clearly show the CBD/Business 2 Zone boundary. • Strongly recommends including sensitive premises in the TAB Gambling policy. • Supports adopting the best practice code of conduct in all gambling policies. The National Public Health Service - Southern thanks Invercargill City Council for the opportunity to comment on the proposed changes to the Class 4 and TAB gambling policies. We wish to be heard with respect to this submission. Ngā mihi Vince Barry Regional Director Public Health Te Waipounamu National Public Health Service References: 1. Latvala T, Lintonen T, Konu A. 2019. Public health effects of gambling - debate on a conceptual model. BMC Public Health. 2. Erwin, C., Lees, K., Pacheco, G. & Turcu, A. 2020. Capping Gambling in NZ: The effectiveness of local government policy interventions. Auckland: New Zealand Work Research Institute. 3. Department of Internal Affairs. 2023. Gaming Machine Profits (GMP) Dashboard. gambling statistics gmp dashboard - dia.govt.nz 4. Health Promotion Agency. Post-lockdown survey - the impact on health risk behaviours. Wellington: Health Promotion Agency; 2020. 5. Badji, S, Black, N, Johnston, D, 2020, Proximity to gambling venues, gambling behaviours and related harms, Victorian Responsible Gambling Foundation, Melbourne. 6. Ministry of Health. 2022. Strategy to Prevent and Minimise Gambling Harm 2022/23 to 2024/25. Wellington: Ministry of Health. 7. Te Hiringa Hauora. 2021. Results from the Health and Lifestyles Survey 2020.

Q8. Do you have any other comment?

not answered

Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes

The Gaming Machine Association of New Zealand's Submission on Invercargill City Council's Gambling Venue Policy

Introduction

1. The Gaming Machine Association of New Zealand ("the Association") represents the vast majority of the gaming machine societies that operate in New Zealand. The Association wishes to provide the Invercargill City Council with pertinent information regarding gaming machine gambling to help council to make a balanced, evidence-based decision.

Summary

2. The Association asks that:
 - The relocation provision be expanded to allow council to consider on a case-by-case basis relocations within the CBD and Business 2 Zone when the applicant can demonstrate that the new site is more desirable from a harm minimisation perspective. This would allow venues to move to lower deprivation areas and away from residential areas/sensitive sites. Relocation is currently only allowed if the venue is moving from outside the CBD/Business 2 Zone into the CBD/Business 2 Zone.
 - A cap at current numbers be adopted (226 gaming machines).

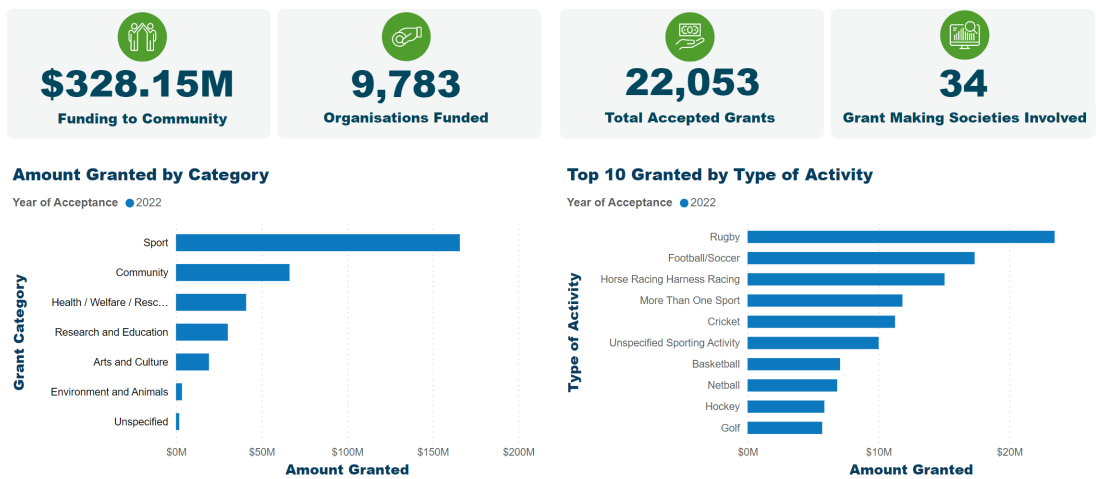
Expanding the Relocation Provision

3. In September 2013, Parliament recognised the merit in enabling venues to relocate, and expressly amended the Gambling Act 2003 to enable venues to relocate and retain the same number of machines when a relocation consent was obtained.
4. Venue relocation is a harm minimisation tool.
5. Relocations are currently only permitted if the venue is moving **into** the CBD or the Business 2 Zone. This suggests that a venue that is already in the CBD or Business 2 Zone cannot relocate within the CBD or Business 2 Zone.
6. If a venue wishes to move within the CBD or Business 2 Zone to a location that has a lower deprivation rating, the policy should permit council to consider this and assess the application on its merits.
7. If a venue wishes to move within a CBD or Business 2 Zone to a location that is further away from a suburban/residential area to a more suitable area, the policy should permit this to be considered.
8. If a venue wishes to move within a CBD or Business 2 Zone to a new, smaller, modern, refurbished premises that will attract a more affluent clientele (clientele that are less at risk of suffering gambling harm), the policy should permit this to be considered.

9. There is no good policy reason for taking steps to restrict the above options.

Gaming Machine Funding

10. The Gambling Act 2003 seeks to balance the potential harm from gambling against the benefits of using gaming machines as a mechanism for community fundraising.
11. In 2022, approximately \$328m of grant funding was approved across 22,053 grants to 9,783 different organisations.¹ In addition, over \$50m was applied by various RSAs and Workingmen’s Clubs to support their own activities. Of the grants distributed in 2022, 51% were sports-related. The second most popular category was community (20%). This funding is crucial.

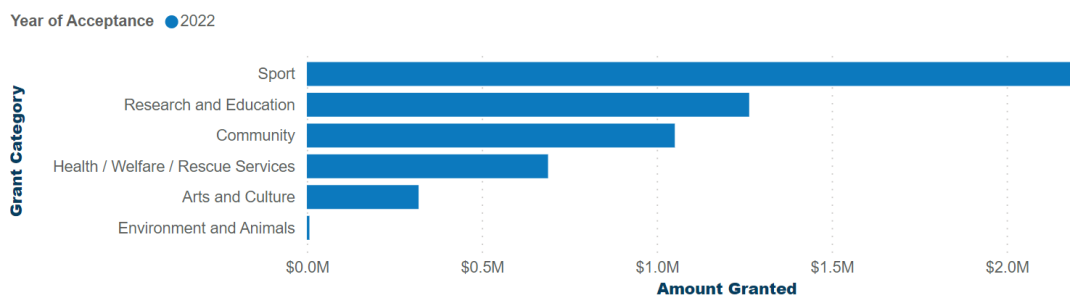


12. The local benefit from the gaming machine funding includes the following:
- External grants made to local community groups;
 - External grants made to national and regional organisations that provide services and support locally; and
 - Gaming profits used by local club venues to fund the upkeep of their clubrooms and to provide sporting and recreational facilities to their members.

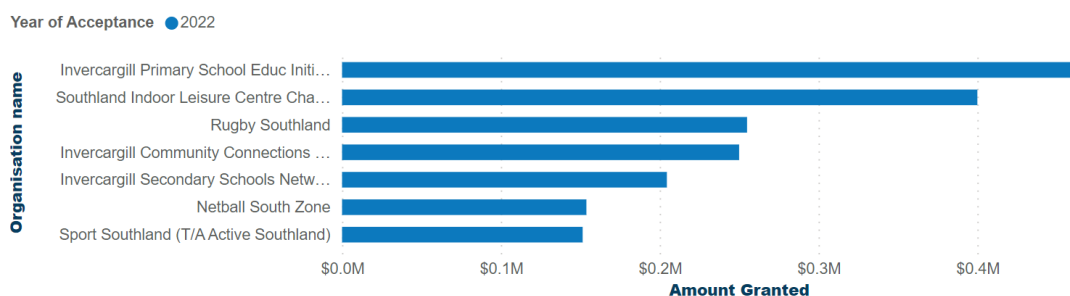
¹ <https://granted.govt.nz/dashboard.html>

External Grants

13. The amount of grants made to Invercargill City-based organisations is posted on the granted.govt.nz website. In 2022, grants totalling **\$5,549,610** were made.



Amount Granted by Organisation



Grants to National and Regional Organisations

14. Approximately 6% of all grants are made to national and regional organisations. For example, if St John sought funding for a new ambulance for the Invercargill station, the funding application would be made by the Auckland-based head office, and the funding allocated to Auckland, despite the grant having a direct benefit to Invercargill City.

Club Authorised Purpose Payments

15. Two of the 15 venues that operate gaming in Invercargill are clubs:

- Club Southland – 7 gaming machines.
- Invercargill Workingmen’s Club – 24 gaming machines.

16. The gaming machine proceeds are used by these clubs to benefit the very members who play the machines. All the profits remain within the local economy. Clubs are required to publish their accounts on the Incorporated Societies website or the Friendly Societies website. The accounts set out the gross gaming revenue, the gaming profits, and how the profits are allocated.

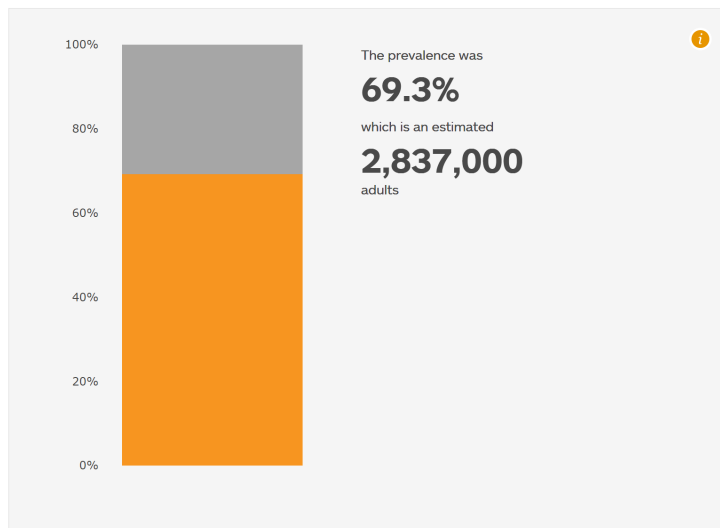
17. By way of example, in the year ended 31 March 2023, the Invercargill Workingmen’s Club made a profit of \$370,525.00 from its gaming machines. This money was used to support

the club's various adjuncts (bowling, dancing, fishing etc.) and used for repairs and maintenance to the clubrooms, rates, and other non-bar-related operational costs.

Gambling is an Enjoyable Activity

18. Gambling is a popular form of entertainment that most New Zealanders participate in. The 2020 Te Hiringa Hauora Health and Lifestyles Survey² found that 69.3% of adult New Zealanders had participated in some form of gambling in the previous 12 months (estimated to be 2,837,000 New Zealanders aged 16 and over).

2020 Health and Lifestyles Survey



19. The majority of people who gamble do so because they find it an enjoyable activity. This is observed by Suits (1979, p. 155)³, who states:

Gambling is a recreational activity or a kind of participation sport from which the principal satisfaction derives from the activity itself and from the ebb and flow of wins and losses rather than from ultimate outcome - the net amount won or lost. For most gamblers, the purpose of gambling is not to get rich, but to "have fun," to experience "excitement," or to have "something to look forward to," and they view payment for this recreation in the same light as others look on outlays for theatre tickets, vacation trips, or a night on the town.

20. Gambling for the non-addicted gambler may also be an avenue for socialising, stress relief and a way of having fun. Contrary to how it may appear from a non-gambler's perspective, gamblers do not necessarily anticipate they will make money from gambling. Parke (2015)⁴ states:

² <https://kupe.healthpromotion.govt.nz/#/gambling/gambling-participation>

³ Suits, D. (1979). The Elasticity of Demand for Gambling. *The Quarterly Journal of Economics*, 93(1), 155–162. <https://doi.org/10.2307/1882605>

⁴ Parke, J. (2015). Gambling, leisure and pleasure: Exploring psychosocial need satisfaction in gambling. Presentation at the KPMG eGaming summit. <https://assets.kpmg/content/dam/kpmg/pdf/2016/07/im-esummit-report-2015.pdf>.

Players mostly realise that they are paying for a leisure experience. They are not expecting to be paid, except for a small minority, who are going to earn an income as a professional gambler.

Positive Wellbeing Impact from Gambling in New Zealand

- The 2021 TDB Advisory report, *Gambling in New Zealand: A National Wellbeing Analysis*⁵, found that gambling in New Zealand had a net positive wellbeing benefit totalling around \$1.74b to \$2.16b per annum.



Revenue Breakdown

- The return to players on a non-casino gaming machine is required to be set between 78% and 92%, with most being set at 91.5%. On average, for every \$1.00 gambled, 91.5 cents are returned to the player in winnings. The money retained is typically allocated as follows:

Typical Distribution of Gaming Machine Profits

	GST Inclusive	GST Exclusive
Government Duty	20%	23%
GST	13.04%	0
Problem Gambling Levy	1.08%	1.23%
DIA Costs	2.9%	3.33%
Gaming Machine Depreciation	6.95%	8%
Repairs & Maintenance	2.84%	3.27%
Venue Costs	13.9%	16%
Society Costs	1.74%	2%
Donations	37.53%	43.16%

5 https://www.gamblinglaw.co.nz/download/Gambling_in_New_Zealand.pdf

Gaming Machines – Key Facts

23. Gaming machines have been present in New Zealand communities since the early 1980s. Initially the machines were operated without a gaming licence. The first gaming licence was issued to Pub Charity on 25 March 1988, over 35 years ago.
24. Gaming machine numbers are in natural decline. In 2003, New Zealand had 25,221 gaming machines. In June 2023, New Zealand had 14,374 gaming machines.
25. The proceeds from non-casino gaming machines increased 3.1% from \$895 million in 2018 to \$924 million in 2019. However, after adjusting for both inflation and changes in the adult population, expenditure on non-casino gaming machines is declining (\$242 per person in both 2015/16 and 2016/17 years to \$238 in the 2017/18 year). This coincides with declining numbers of venues and machines.
26. New Zealand has a very low problem gambling rate by international standards. The New Zealand National Gambling Study: Wave 4 (2015)⁶ found the problem gambling rate was 0.2% of people aged 18 years and over (approximately 8,000 people nationally). The problem gambling rate is for all forms of gambling, not just gaming machine gambling.
27. All gaming machine societies contribute to a problem gambling fund. This fund provides over \$25 million per annum to the Ministry of Health to support and treat gambling addiction and to increase public awareness. The funding is ring-fenced and not able to be redirected to other health areas.
28. An excellent, well-funded problem gambling treatment service exists. The problem gambling helpline is available 24 hours a day, 365 days per year. Free, confidential help is available in 40 different languages. Free face-to-face counselling is also available and specialist counselling is available for Māori, Pasifika and Asian clients. An anonymous, free text service (8006) is available. Support via email is also available (help@pgfnz.org.nz).

Existing Gaming Machine Safeguards

29. Adopting a sinking lid is not necessary given the significant measures that are already in place to minimise the harm from gaming machines.
30. Limits exist on the type of venues that can host gaming machines. The primary activity of all gaming venues must be focused on persons over 18 years of age. For example, it is prohibited to have gaming machines in venues such as sports stadiums, internet cafes, and cinemas.
31. There is a statutory age limit that prohibits persons under 18 years of age playing a gaming machine.
32. There are very restrictive limits on the amount of money that can be staked and the

⁶ <https://www.health.govt.nz/system/files/documents/publications/national-gambling-study-report-6-aug18.pdf>

amount of prize money that can be won. The maximum stake is \$2.50. The maximum prize for a non-jackpot machine is \$500.00. The maximum prize for a jackpot-linked machine is \$1,000.00.

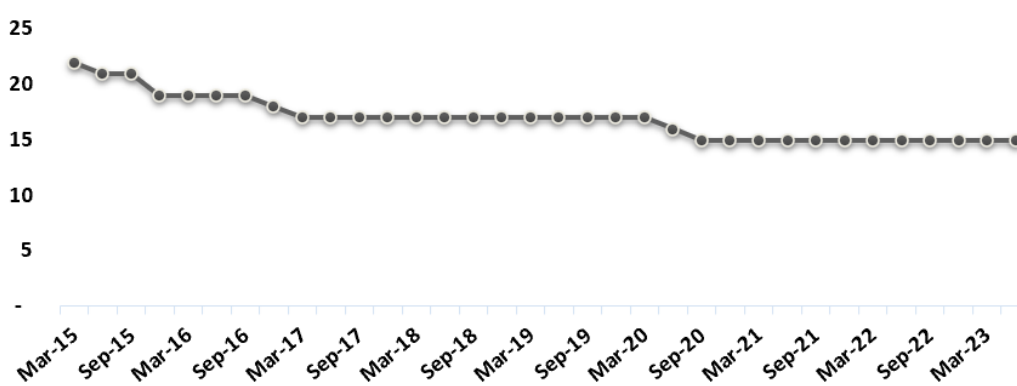
33. All gaming machines in New Zealand have a feature that interrupts play and displays a pop-up message. The pop-up message informs the player of the duration of the player's session, the amount spent, and the amount won or lost. A message is then displayed asking the player whether they wish to continue with their session or collect their credits.
34. Gaming machines in New Zealand do not accept banknotes above \$20.00 in denomination.
35. ATMs are excluded from all gaming rooms.
36. All gaming venues have a harm minimisation policy.
37. All gaming venues have pamphlets that provide information about the characteristics of problem gambling and how to seek advice for problem gambling.
38. All gaming venues have signage that encourages players to gamble only at levels they can afford. The signage also details how to seek assistance for problem gambling.
39. All gaming venue staff are required to have undertaken comprehensive problem gambling awareness and intervention training.
40. Any person who advises that they have a problem with their gambling is required to be excluded from the venue.
41. It is not permissible for a player to play two gaming machines at once.
42. All gaming machines have a clock on the main screen. All gaming machines display the odds of winning.
43. The design of a gaming machine is highly regulated and controlled. For example, a gaming machine is not permitted to generate a result that indicates a near win (for example, if five symbols are required for a win, the machine is not permitted to intentionally generate four symbols in a row).
44. It is not permissible to use the word "jackpot" or any similar word in advertising that is visible from outside a venue.
45. From 1 December 2023, ATMs at gaming venues must be in direct line of sight from the main bar area or main customer service area.
46. **From 1 December 2023, gamblers will only be permitted to make one cash withdrawal per day.** If a second cash withdrawal is made, the venue staff are required to talk to the player about their gambling and complete a two-page report about the person's gambling. That report must then be reviewed by the venue manager within seven days.

- 47. From 1 December 2023, gaming machines cannot be visible from outside the venue.
- 48. From 1 December 2023, venue staff are required to undertake three formal sweeps of the gaming room per hour and keep a detailed record of each sweep.

A Cap at Current Numbers is Reasonable

- 49. A cap at current numbers (226 machines) is reasonable, given the current environment of high regulation and naturally reducing machine numbers.
- 50. Gaming machine venue numbers have already declined considerably (a 31% reduction since 2015):

Number of venues



- 51. There is no direct correlation between gaming machine numbers and problem gambling rates. Over the last ten years, the problem gambling rate has remained the same, despite gaming machine numbers declining rapidly (4,618 gaming machines have been removed from the market).
- 52. The 2012 National Gambling Survey⁷ concluded that the prevalence of problematic gambling reduced significantly during the 1990s and has since stayed about the same. The report stated on pages 17 and 18:

Problem gambling and related harms probably reduced significantly during the 1990s but have since remained at about the same level despite reductions in non-casino EGM numbers and the expansion of regulatory, public health and treatment measures. Given that gambling availability expanded markedly since 1987 and official expenditure continued to increase until 2004, these findings are consistent with the adaptation hypothesis. This hypothesis proposes that while gambling problems increase when high risk forms of gambling are first introduced and made widely available, over time individual and environmental adaptations occur that lead to problem reduction.

⁷ <https://www.health.govt.nz/system/files/documents/publications/national-gambling-study-report-2.docx>

53. The New Zealand National Gambling Study: Wave 3 (2014)⁸ noted that the problem gambling rate had remained the same over the last 10-15 years despite gaming machine numbers decreasing. The report stated on page 19:

In contrast to the 1990s, there is no evidence that problem gambling prevalence decreased with decreasing participation rates during the 2000s. When methodological differences between studies are taken into account, it appears that problem gambling prevalence has remained much the same during the past 10 to 15 years.

...gambling participation has decreased substantially in New Zealand during the past 20 years, and problem gambling and related harm has probably plateaued...

54. Professor Max Abbott is New Zealand's leading expert on problem gambling. In 2006, Professor Abbott published a paper titled *Do EGMs and Problem Gambling Go Together Like a Horse and Carriage?* The paper noted that gaming machine reductions and the introduction of caps generally appear to have little impact on problem gambling rates. Professor Abbott noted:

EGM reductions and the introduction of caps generally appear to have little impact (page 1).

Over time, years rather than decades, adaptation ('host' immunity and protective environmental changes) typically occurs and problem levels reduce, even in the face of increasing exposure (page 6).

Contrary to expectation, as indicated previously, although EGM numbers and expenditure increased substantially in New Zealand from 1991 to 1999, the percentage of adults who gambled weekly dropped from 48% to 40%. This is of particular interest because it suggests that greater availability and expenditure do not necessarily increase high-risk exposure (page 14).

55. Adopting a sinking lid is unlikely to reduce problem gambling, but will, over time, reduce the amount of funding available to community groups based in Invercargill City. Reducing gaming machine venues reduces casual and recreational play, and therefore reduces machine turnover and the amount of money generated for grant distribution. However, problem gamblers are people who are addicted to gambling. If a new bar is established and the policy prevents that bar from hosting gaming machines, a person who is addicted to gambling will simply travel the short distance to the next bar that has gaming machines, or worse, may move to another form of gambling such as offshore-based internet and mobile phone gambling.

Unintended Consequences – Increase in Internet and Mobile Phone Gambling

56. Any reduction in the local gaming machine offering may have unintended consequences, as this may simply lead to a migration of the gambling spend to offshore internet- and mobile-based offerings. While it is illegal to advertise overseas gambling in New Zealand, it is not illegal to participate in gambling on an overseas-based website or mobile phone application.

⁸ <https://www.health.govt.nz/publication/new-zealand-national-gambling-study-wave-3-2014>



- 57. It now takes only a simple search and a few minutes to download to your computer, tablet, or mobile phone any type of casino game you desire, including an exact replica of the gaming machine programs currently available in New Zealand venues.
- 58. There is no question that New Zealanders love gambling online.
- 59. The 2020 Health and Lifestyle Survey found that 1 in 4 New Zealand adults participated in some form of online gambling, with 19% participating almost every week.⁹

In the last 12 months,

1 in 4 (27%) New Zealand adults participated in some form of online gambling.

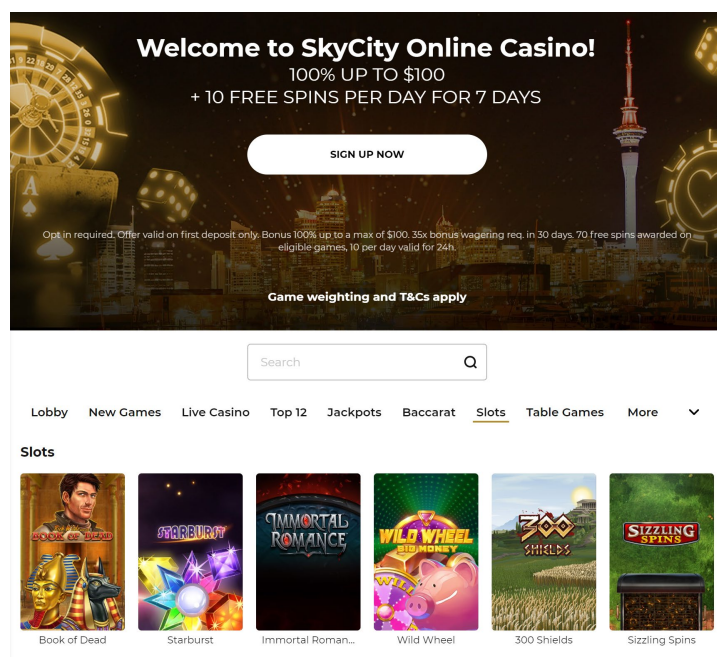


19% of online gamblers participated in online gambling almost every week.



- 60. TAB New Zealand's online channels make up over 80% of its betting turnover.
- 61. SkyCity has a very popular offshore-based online casino with a large selection of gaming machine games.

⁹ <https://www.hpa.org.nz/sites/default/files/2020%20Health%20and%20Lifestyles%20Survey%20Top%20line%20report.pdf>



62. TAB New Zealand estimates that the total online spend with offshore gambling websites by New Zealanders for the 12 months to August 2020 was \$570-\$580m.
63. In March 2022, Kiwibank advised¹⁰ that its customers were spending around \$30 million every month playing on online gambling sites. Kiwibank is only one bank; one of the smaller banks.
64. The migration from physical Lotto stores and SkyCity was apparent during the Covid-19 lockdowns. When the physical venues were closed, the number of online registered players, and the amount of online revenue, skyrocketed.

NZ Lotteries Commission 'MyLotto'			
	FY20	FY19	FY18
Registered Players	1,230,000	845,000	746,000
Increase on previous Year	45.6%	13.3%	17.1%
MyLotto Sales	\$430.6m	\$227.6m	\$201.1m
Increase on previous Year	89.2%	13.2%	25.8%
% of Total Lotto Sales	31%	19%	16%

(Information sourced from annual reports)

¹⁰ <https://www.newshub.co.nz/home/new-zealand/2022/03/kiwibank-customers-spending-30m-every-month-playing-on-online-gambling-sites.html>

Sky City Casino NZ Online Casino			
KPIs	FY21	FY20	Movement
Customer Registrations	48,958	25,661	90.8%
First Time Depositors (new actives)	28,114	15,855	77.3%
Deposit Conversion	57%	62%	n/a
Total Bets	\$792.5m	\$253.5m	212.5%
Gaming Revenue	\$27.9m	\$10.2m	173.5%
Operating Costs & Taxes	\$14.8m	\$5.6m	n/a
Profit	\$13.1m	\$4.5m	190.6%

(Information sourced from annual reports)

65. Offshore-based online gambling poses considerable risks because it:
- Is highly accessible, being available 24 hours a day from the comfort and privacy of your home;
 - Has no restrictions on bet sizes;
 - Has no capacity for venue staff to observe and assist people in trouble;
 - Reaches new groups of people who may be vulnerable to the medium;
 - Provides no guaranteed return to players;
 - Is more easily abused by minors;
 - Has reduced protections to prevent fraud, money laundering or unfair gambling practices; and
 - Is unregulated, so on-line gamblers are often encouraged to gamble more by being offered inducements or by being offered the opportunity to gamble on credit. For example, many overseas sites offer sizable cash bonuses to a customer's account for each friend that they induce to also open an account and deposit funds.
66. Offshore-based online gambling does not generate any community funding for New Zealanders, does not generate any tax revenue for the New Zealand Government, and does not make any contribution to the New Zealand health and treatment services as no contribution is made to the problem gambling levy.

Council Conflicts of Interest

67. It is important that the committee of councillors that determines the gambling venue policy reflects the full views of the community. It has, however, become common for councillors who are involved in community and sporting groups to withdraw from the

gambling venue policy deliberation as they consider the receipt of funding by a group that they are associated with constitutes a conflict. It has also been common for councillors with very strong, pre-determined anti-gambling views to refuse to withdraw from the policy deliberation, despite their strongly held views.

68. The Association has sought independent legal advice (copy attached) from Brookfields Lawyers regarding gambling venue policy conflicts. In summary, the key advice is:
- Being a member of a club or organisation that receives funding from a gaming grant will not usually give rise to conflict of interest when it comes to deciding or discussing Council's gambling venue policy, unless that member holds a paid role (e.g., a coach who is paid for that service); and
 - Where an elected member, outside of a debate on the issue, has expressed a view on the gambling venue policy that suggests that they do not and cannot have an open mind on the matter, this could give rise to a conflict of interest on the grounds of predetermination.

Oral Hearing

69. Jarrod True, on behalf of the Gaming Machine Association of New Zealand, would like to make a presentation at the upcoming oral hearing.

5 October 2023

Jarrod True
Counsel
Gaming Machine Association of New Zealand



gmanz.org.nz

15 March 2021

By Email: [REDACTED]

Gaming Machine Association of New Zealand
c/o Peter Dengate-Thrush
Independent Chair

ATTENTION: Peter-Dengate Thrush

GAMBLING VENUE POLICY - CONFLICT OF INTEREST

We refer to your email instructions of 26 February 2021, seeking our advice regarding councillor conflicts of interest with respect to decision-making on Council's gambling venue policy.

YOUR QUESTIONS

1. You have asked us to advise whether:
 - a. Membership of a club or organisation that receives gaming machine grant funding would constitute a conflict of interest that would require the councillor to withdraw from decision-making or discussion regarding a proposed gambling venue policy; and
 - b. If Council has itself received gambling grant funding, does this impact on its ability to decide on a gambling venue policy, such that the decision should be made by an independent commissioner?

EXECUTIVE SUMMARY

1. In summary:
 - a. If an elected member has a financial interest in a club or organisation that may be impacted by the gambling venue policy, the member must not participate in any discussion or decision-making on the policy. It would be rare for a financial interest to arise in this context, but examples may be where the elected member is in a paid role at a club or organisation, and the role is funded from a gaming grant. A more remote interest may arise where the quantum of membership fees paid to a club or organisation may be impacted by a gaming grant. In those circumstances,

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it may be prudent to seek a decision from the Auditor-General as to whether the potential interest is deemed too remote to influence decision-making.

- b. Being a member of a club or organisation that receives funding from a gaming grant will not usually give rise to a conflict of interest when it comes to deciding or discussing Council's gambling venue policy, unless that member holds a paid role (e.g. a coach who is paid for that service).
 - c. Being a member of a club or organisation that operates a gaming licence will give rise to a conflict of interest, particularly where the elected member serves in an executive role at the club or organisation.
 - d. Where an elected member, outside of a debate on the issue, had expressed a view on the gambling venue policy that suggests that they do not and cannot have an open mind on the matter, this could give rise to a conflict of interest on the grounds of predetermination.
2. The fact that Council may have previously been the recipient of gaming grant money would not create a conflict of interest when deciding its gambling venue policy. Such democratic decision-making is fundamental to its role and is distinguishable from regulatory or quasi-judicial decision-making where appointment of an independent commissioner may be appropriate to avoid any appearance of bias. The decision-making processes in the Local Government Act 2002 (**LGA**) already impose important requirements to ensure that such decision-making involves consideration of broader community views and not just the interests of Council as an organisation. It would therefore be unnecessary and inappropriate to appoint an independent commissioner because Council initiatives may have previously benefited from gaming grants.

ANALYSIS

3. Under section 101 of the Gambling Act 2003 (**GA**), territorial authorities must, using the special consultative procedure in section 83 of the LGA, adopt a policy that specifies whether class 4 venues may be established in the district, and if so, where they may be located (**the policy**). The policy may also specify any restrictions on the maximum number of gaming machines that may be operated at a class 4 venue and may include a relocation policy.

Does membership of an organisation or club create a conflict of interest for participation in discussion or decision-making on gambling venue policies?

4. It is not uncommon for councillors to be members of organisations and clubs, some of which may receive grant funding from gaming machines. This raises the question of whether membership of such a club or organisation would constitute a conflict of interest that would prevent the councillor from participating in discussion or decision-making regarding the policy.
5. Broadly speaking, a conflict of interest occurs when an elected member is affected by some other interest that he or she has in their private life. There are different types of conflict of interest:

- a. Financial conflicts of interest – where the member (or their spouse or partner) has a direct or indirect financial interest in a particular decision, they cannot discuss or vote on the matter.¹
- b. Non-financial conflicts of interest.

Financial conflicts of interest

6. The applicable legislation is the Local Authorities (Members' Interests) Act 1968 (**LAMIA**). While the LAMIA does not define what a financial interest is, section 6(2) outlines a number of examples where a member will be deemed to have a financial interest:
 - The member, or his or her spouse, owns 10% or more of the issued capital of an incorporated company or any company controlling that company, that has a pecuniary interest (direct or indirect) in a matter before the local authority or committee; or
 - The member, or his or her spouse, is a member of the company and either of them is the managing director or the general manager of the company; or
 - The member, or his or her spouse, is a member of a company controlling the company having a pecuniary interest in the matter before the local authority or committee, and either the member, or his or her spouse, is the managing director or the general manager; or
 - The member, or his or her spouse, is the managing director or general manager of the company, and either of them is a member of a company controlling that company.
7. Other than these examples, the LAMIA does not define what a "financial interest" is. However, the Auditor-General has described a "financial interest" as "a reasonable expectation of financial loss or gain from the particular decision".²
8. It is unlikely that membership alone of a community organisation that receives gaming grant funding would give rise to a financial interest. This is because such organisations and clubs are usually run on a not-for-profit basis. One example where a financial interest could potentially arise would be if the member were in a paid position at the club or organisation, and the funding for that position comes from gaming grants. Another example may be where there is a prospect that membership fees or subscriptions to a club could be affected by the amount of gaming grant funding. However, given that gambling venue policies are relatively high-level in nature and do not directly address matters such as the licensing of particular venues (which involve a separate decision-

¹ Section 6(1) of the Local Authorities (Members' Interests) Act 1968.

² Controller and Auditor-General, **Local Authorities (Members' Interests) Act 1968: A Guide for members of local authorities on managing financial conflicts of interest**, June 2020, at 4.15, referring to the definition of a financial interest in **Downward v Babington** [1975] VR 872.

making process, often by Council officers acting under delegated authority), or allocation of gaming grants (which are decided by the organisations that operate gaming licences subject to statutory requirements), any such potential impact is likely to be too speculative or remote to constitute a financial interest in the decision-making on a gambling venue policy.

9. Notwithstanding this view, where an elected member may receive a financial benefit of the kind described above from a club or organisation receiving gaming grant funding, they may as a matter of prudence wish to first obtain an exemption from the Auditor-General under section 6(3)(f) of the LAMIA (on the grounds that the financial interest is too remote or insignificant to be regarded as likely to influence him or her in voting or taking part in the discussion of the policy) before participating in discussion or decision-making on the policy. It is a relatively simple process to apply for such an exemption.

Non-financial conflicts of interest

10. A non-financial conflict of interest is any situation where a member is not affected financially by a decision but is affected in some other way that may constitute bias or the appearance of bias. Non-financial conflicts of interest are relevant to the avoidance of bias in decision-making. As opposed to financial interests, which can create personal liability for an elected member, bias is a matter of Council's accountability to the public. The avoidance of bias is part of the administrative law principles of natural justice, which require the Council to act fairly in reaching its decisions. The fairness principle has been described in these terms:³

In exercising that discretion, as in exercising any other administrative function, they [members] owe a constitutional duty to perform it fairly and honestly ... What is a fair procedure to be adopted at a particular enquiry will depend upon the nature of its subject matter.

11. The test for whether an interest may give rise to an apparent bias has been stated by the Court of Appeal as being where circumstances:⁴

...might lead a fair-minded lay observer to reasonably apprehend that the judge might not bring an impartial mind to the resolution of the instant case.

12. Unlike a financial conflict of interest, a potential non-financial conflict does not automatically exclude a member from participating in a decision. It will depend on how serious the conflict is. The Auditor-General has suggested a number of factors that may be relevant to an assessment of whether a potential conflict is serious enough to exclude a member from participation in decision-making. They include:⁵

- The type or size of the person's other interest;
- The nature or significance of the particular decision or activity being carried out by the public organisation;
- The extent to which the person's other interest could specifically affect, or be affected by, the public organisation's decision or activity; and

³ **Bushell v Secretary of State for the Environment** [1981] AC 75, 95.

⁴ **Muir v Commissioner of Inland Revenue** [2007] 3 NZLR 495.

⁵ Controller and Auditor-General, **Managing conflicts of interest: A guide for the public sector**, June 2020, at 4.31.

- The nature or extent of the person's current or intended involvement in the public organisation's decision or activity.

13. In our view, in the context of decision-making on a gambling venue policy, the mere fact that an elected member is also a lay member of an organisation or club that receives gaming grant funding is unlikely to give rise to a conflict of interest. This is because of the level of remoteness from any possible benefit or loss associated with the decision-making. In most cases, the contents of a gambling venue policy will not directly impact on funding that has or may be received by a club or organisation from gaming machine grants. The purpose of the policy is to specify whether class 4 venues may be established, and if so their location. It can also specify restrictions on the number of gaming machines that may operate at a class 4 venue. Such matters do not necessarily impact directly on whether a club or organisation may receive gaming grant funding, and if so, the amount of any such grant. Funding decisions are made by the organisations who operate the gaming machines, not the Council. The fact that a member, by virtue of membership of a club or organisation that has received gaming grants, has knowledge or experience of the beneficial impacts that gaming grants can have on the community does not give rise to a conflict of interest. To the contrary, it may contribute to a fair and balanced consideration of the issues arising when making decisions on a gambling venue policy. This would be consistent with the purpose of the of the GA, which is *inter alia* to ensure that money from gambling benefits the community and to facilitate community involvement in decisions about the provision of gambling.⁶

14. It is important to distinguish between membership of a club or organisation that receives gaming grants, and membership of a club or organisation that holds a gaming licence. In our view, while the former would not give rise to a conflict of interest in decision-making on a gambling venue policy, there is a much greater likelihood that the latter could give rise to a conflict of interest. This is particularly the case if the elected member holds an executive role in the club or organisation that operates a gaming licence. This is because, while a gambling venue policy does not specify whether or not a particular club or organisation is able to obtain a gaming licence *per se*, the policy may affect the eligibility of a club or organisation to hold a licence. As such, participation in the discussion or decision-making by a member of any such club or organisation could create an appearance of bias and therefore a conflict of interest.

15. Elected members should also always be mindful of avoiding predetermination, i.e., approaching decision-making with a closed mind. Elected members are entitled (and expected) to bring their previous knowledge and experiences to decision-making, but to approach any decision with an open mind. This means that elected members should be cautious about being vocal, other than in the course of Council debates, about particular views in a manner that may suggest that they do not and cannot have an open mind on a particular matter. This is because a conflict of interest may arise as a result of possible predetermination (i.e. actual or perceived bias).

16. In summary:

⁶ Section 3 of the GA.

- a. If an elected member has a financial interest in a club or organisation that may be impacted by the gambling venue policy, the member must not participate in any discussion or decision-making on the policy. It would be rare for a financial interest to arise in this context, but examples may be where the elected member is in a paid role at a club or organisation, and the role is funded from a gaming grant. A more remote interest may arise where the quantum of fees paid to a club or organisation may be impacted by a gaming grant. In those circumstances, it may be prudent to seek a decision from the Auditor-General as to whether the potential interest is deemed to remote to influence decision-making.
- b. Being a member of a club or organisation that receives funding from a gaming grant will not usually give rise to a conflict of interest when it comes to deciding or discussing Council's gaming venue policy.
- c. Being a member of a club or organisation that operates a gaming licence will give rise to a conflict of interest, particularly where the elected member serves in an executive role at the club or organisation.
- d. Where an elected member, outside of a debate on the issue, has expressed a view on the gambling venue policy that suggests that they do not and cannot have an open mind on the matter, this could give rise to a conflict of interest on the grounds of predetermination.

Would Council be conflicted in deciding a gambling venue policy because it has previously received gaming grants?

17. Council initiatives will frequently fall within the second category of the definition of an "authorised purpose" for which gaming proceeds may be used, as set out in section 4 of the GA i.e., "a non-commercial purpose that is beneficial to the whole or a section of the community". Notwithstanding the eligibility for Council initiatives to receive gaming grants, Parliament conferred territorial authorities with the responsibility of formulating a gaming venue policy for their districts. We do not consider that any conflict of interest would arise in relation to decision-making on a gambling venue policy because the Council may have previously been awarded gaming grants. This is because:

- a. While individual elected members are subject to the LAMIA which prevents them from participating in decision-making where they have a financial interest, Council as an entity is not subject to the LAMIA.
- b. Caselaw recognises the inevitability of a degree of conflict within councils when exercising certain statutory functions. It is established, for example, that a council may object to its own district plan, prosecute itself, and apply to itself for a resource consent.
- c. The standard of impartiality for a Council is that it must approach its duty of inquiring into submissions with an open mind.⁷ Given the requirement to undertake a special consultative process and the diverse views of individual members, it is unlikely that the fact that certain projects

⁷ **Lower Hutt City Council v Bank** [1974] 1 NZLR 545 at 550.

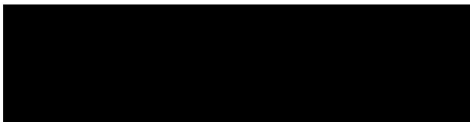
BROOKFIELDS
LAWYERS

Page 7

undertaken by Council have benefited from gaming grants would unduly influence Council decision-making on its gambling venue policy. For the same reasons outlined above in relation to individual members, the connection between gaming grant money and decision-making on gambling venues is too remote to constitute a conflict of interest. In any event, compliance with the statutory rules in the LGA regarding decision-making by local authorities⁸ and the general principles relating to local authorities⁹ are intended to ensure that Council decision-making is open, transparent, and has regard to the diversity of community interests, notwithstanding the many facets and activities undertaken by Council.

18. We note that Council is not undertaking a quasi-judicial role when formulating a gambling venue policy. There is greater need to avoid the appearance of bias when it comes to regulatory or quasi-judicial decision making (such as considering a resource consent application). In those circumstances, where there is an apparent conflict in Council's interests, it is common for Council to delegate its decision-making to an independent commissioner. To that end, the Resource Management Act 1991 (**RMA**) specifically allows for the appointment of independent commissioners to decide consent applications. However, while Council may delegate its decision-making on a gambling venue policy to a particular committee or sub-committee of Council, it would be unnecessary (and in our view, inappropriate) to delegate such decision-making to an independent commissioner.

Yours faithfully
BROOKFIELDS



Linda O'Reilly
Partner



⁸ Section 76 of the LGA.
⁹ Section 14 of the LGA.



Hospitality New Zealand

TO INVERCARGILL CITY COUNCIL

SUBMISSION ON

CLASS 4 GAMBLING VENUES POLICY

OCTOBER 2023

CONTACT DETAILS: Hospitality New Zealand

Contact: Darelle Jenkins

Phone: [REDACTED]

Email: [REDACTED]

www.hospitality.org.nz

About Hospitality New Zealand:

1. Hospitality New Zealand (“Hospitality NZ”) is a member-led, not-for-profit organisation representing approximately 3,000 businesses, including cafés, restaurants, bars, nightclubs, commercial accommodation, country hotels and off-licences.
2. Hospitality NZ has a 121-year history of advocating on behalf of the hospitality and tourism sector and is led by Chief Executive Steve Armitage. We have a team of seven Regional Managers located around the country, and a National Office in Wellington to service our members.
3. Hospitality NZ has a Board of Management, made up of elected members from across the sectors of the industry.
4. We also have 18 local Branches covering the entire country, representing at a local level all those member businesses which are located within the region. Any current financial member of Hospitality NZ is automatically a member of the local Branch.
5. This submission relates to the Class 4 Gambling Venues Policy.
6. Enquiries relating to this submission should be referred to Darelle Jenkins, Senior Regional Manager – South Island, at [REDACTED]

General Comments:

7. Hospitality New Zealand welcomes the opportunity to comment on Invercargill City Council’s Class 4 Gambling Venues Policy.

Cap or Sinking Lid?

8. Hospitality NZ recommends the cap option be adopted/continued at 226 machines.
9. Hospitality NZ supports The Gaming Machine Association of New Zealand’s (GMANZ) submission, in particular, their evidence and recommendations for expanding the relocation provision.
10. We agree with GMANZ that the relocation provision should be expanded to include allowing council to consider relocations within the CBD or Business 2 zone already, on a case by case basis.
11. On licensed premises are the safest place to gamble and consume alcohol with all of their Host Responsibility and Harm Minimisation practices that they follow in adhering to the several legislations. Too much restriction for on-premise Class 4 operations pushes people online, which at present is unable to be regulated.

Code of Conduct


12. Hospitality NZ wholeheartedly supports Class 4 Harm Minimisation, demonstrating our commitment through robust measures encompassing support, advocacy, training and the provision of resources. Collaboration is a key principle of our approach, and we actively

seek to engage with Venues, Societies, Clubs, the Department of Internal Affairs, the Health Promotion Agency, and Problem Gambling support providers to amplify our impact.

13. While Hospitality NZ appreciates the proposed "Code of Conduct" and its intent, it's important to note that the majority of its contents are already obligatory under the Gambling Act 2003 and the recently amended Gambling Harm Prevention and Minimisation Regulations in 2023.
14. Regarding the suggestion of mandatory clocks in gaming rooms, we affirm that each gaming machine already displays the time and provides pop-up messages (PIDs) every 30-45 minutes, ensuring players remain cognizant of their gameplay duration and spending.
15. Hospitality NZ also notes that in the case of addressing intoxicated players, as mentioned on page 6 and page 8 of the draft policy, we emphasize adherence to the Sale and Supply of Alcohol Act 2012, specifically s252 which creates an offence for the licensee or a manager of any licensed premises who allows an intoxicated person to be or remain on the licensed premises. We believe that this in itself creates a strong enough obligation without the need for additional administration.

Conclusion:

16. We thank Invercargill City Council for the opportunity to provide input into the consultation.
17. We would be happy to discuss any parts of this submission in more detail, and to provide any assistance that may be required.

	Respondent No: 7	Responded At: Oct 18, 2023 11:35:48 am
	Login: Anonymous	Last Seen: Oct 18, 2023 11:35:48 am
	Email: n/a	IP Address: n/a

- Q1. **Full name:** Darelle Jenkins
-
- Q2. **Organisation:** Hospitality New Zealand, Southland Branch
-
- Q3. **City / town:** Invercargill
-
- Q4. **Postcode:** 9810
-
- Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** Yes
-
- Q6. **Do you support a sinking lid or a cap approach?** Cap
-
- Q7. **Is there anything you would change in the draft policies?**
See submission attached
-
- Q8. **Do you have any other comment?**
See submission attached
-
- Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes
-



PGF Group Submission
Invercargill City Council
Gambling Policies Review 2023

Submitted to	Invercargill City Council Gambling Policies via email submission to [REDACTED]
Details of Submitter	Kay Kristensen Policy Advisor, PGF Group [REDACTED]
Physical Address	[REDACTED] Hamilton 3204
Date of Submission	16 October 2023



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EXECUTIVE SUMMARY

PGF Group appreciates the opportunity to comment on Invercargill City Council's Gambling Policies. The review of the current policies provides an opportunity to minimise the harm caused by gambling in Invercargill communities.

Currently, Invercargill has a capped policy on both its gambling policies with 226 pokie machines in 15 Class 4 venues and one stand alone TAB venue.

PGF strongly recommends council adopt a sinking lid policy across both its gambling policies and strengthen this by not including a club merger or relocation provision (barring the Waikiwi precedent).¹

A sinking lid policy is one of the best policies available to reduce gambling losses and harm from gambling. In our view, allowing Class 4 venues to relocate undermines the efficacy of a sinking lid policy, simply moves gambling around, and does little to protect those most at risk of experiencing harm from gambling. Currently, 33 out of 65² councils across Aotearoa New Zealand have adopted a sinking lid policy. A sinking lid policy with no relocation would also align well with Council's community well-being outcomes. Of the 12 city councils in Aotearoa New Zealand, only three councils, including Invercargill City Council, Nelson City Council, and Upper Hutt City Council, have not yet adopted a sinking lid.

Our submission is evidence-based and founded on what is known about gambling harm across Aotearoa New Zealand and beyond. Our organisation encourages councils and the government to take a closer look at the relationship between harmful gambling, social disparity and a funding model that enables it. Funding communities based on a system that relies on our lowest income households putting money they can ill-afford into gaming machines is both unethical and inequitable. The saturation of Class 4 venues in areas of high social deprivation and the resulting harm placed on these communities, is disproportionately borne by Māori and Pasifika.

¹ Waikiwi Precedent: The High Court decision in 2013 (Waikiwi) concluded that, while the term 'Class 4 venue' has a wide meaning, it does not include an "address". This indicates that Parliament did not intend that the term "place" means land or building at a specific address. Further, "when a building such as the tavern building as relocate to a different site in close proximity to its present address it is still the same venue".

² Masterton, Carterton and South Wairarapa District Councils share one Class 4 and standalone TAB policy referred to collectively as the Wairarapa region.



RECOMMENDATIONS AND SUBMISSION

CLASS 4 GAMBLING VENUES

1. PGF Group fully supports Council adopting a more restrictive policy and **recommends** a sinking lid policy paired with a no relocation or club merger provision (barring the Waikiwi precedent).^{Error! Bookmark not defined.}
2. Availability of gambling opportunities is linked to higher prevalence of problem gambling and gambling harm. Policies that fully disrupt gambling behaviour are likely to reduce gambling harms if they are sustained over time (1). A sinking lid with no relocation or club merger provision, is the best public health approach available to councils who wish to minimise gambling harm in their communities.
3. Adding a single venue to an area previously without pokie venues, increases problem gambling more than an increase in the number of venues in an area with existing machines (2). Allowing a venue to relocate undermines the efficacy of a sinking lid policy, simply moves gambling around, and introduces new people to gambling harm. Wealth and education are not protective factors.

BOARD TAB VENUES

4. PGF Group fully supports Council adopting a more restrictive policy and **recommends** a sinking lid policy with no relocation provision and no provision for TAB venues to merge with Class 4 venues.

BEST PRACTICE CODE OF CONDUCT IN GAMBLING VENUES

5. PGF **commends** Council for developing a Best Practice Code of Conduct in Gambling Venues to encourage Class 4 venues to better minimise gambling harm. However, we note that the 'Best Practice Supporting Actions' are mandated host responsibility requirements for Class 4 Gambling Venues.
6. If the Best Practice Code of Conduct in Gambling Venues remains in Council's Gambling Policies, PGF **recommends** the 'Supporting Actions' align with the new Gambling (Harm Prevention and Minimisation) Amendment Regulations 2023.



7. PGF further **recommends** that council develop a process for the public to address their concerns, and a process for council to respond to concerns forwarded by the public, where breaches in host responsibility are notified.

INTRODUCTION

ABOUT PGF GROUP

1. The Problem Gambling Foundation trades as PGF Group (PGF) and works closely with its subsidiary charitable companies, Asian Family Services and Mapu Maia Pasifika Service, united by a shared purpose to provide public health and clinical services that contribute to the wellbeing of whānau and communities.
2. PGF operate under contract to Te Whatu Ora and is funded from the gambling levy to provide clinical intervention and public health services.
3. As part of our public health work, we advocate for the development of public policy that contributes to the prevention and minimisation of gambling related harms.
4. This includes working with Territorial Local Authorities (TLAs) to encourage the adoption of policies that address community concerns regarding the density and locality of gambling venues, in this case, a sinking lid policy.

PGF GROUP'S POSITION ON GAMBLING

5. It is important to note that PGF is not an 'anti-gambling' organisation. We are, however, opposed to the harm caused by gambling and advocate strongly for better protections for those most at risk of experiencing gambling harm.
6. We recognise that the majority of New Zealanders do not gamble harmfully.
7. While most New Zealanders gamble without experiencing any apparent harm, a significant minority do experience harm from their gambling, including negative impacts on their own and the lives of others.



8. In 2021/22, total expenditure (losses, or the amount remaining after deducting prizes and payouts from turnover) across the four main forms of gambling; Class 4 Electronic Gaming Machines (EGMs), Lotto, Casinos and TAB, was more than \$2.25 billion, or \$627 for every adult (3).
9. In 2022, over \$1 billion was lost to pokies across Aotearoa New Zealand (4). This was the highest annual loss since 2003.
10. Most money spent on gambling in New Zealand comes from the relatively limited number of people who play Class 4 EGMs, and most clients accessing gambling support services cite pub/club EGMs as a primary problem gambling mode (5).

INFORMATION FOR COUNCIL DECISION MAKING

CLASS 4 GAMBLING

11. The harms caused by different forms of gambling are not equal, as evidenced by the different classifications of gambling within the Gambling Act 2003.
12. Class 4 gambling – EGMs in pubs, clubs and TABs – is characterised as high-risk, high-turnover gambling, and continues to be the most harmful form of gambling in New Zealand and the primary mode of gambling for those seeking help (5).
13. EGMs are particularly harmful because they allow continuous gambling (6). The short turnaround time between placing a bet and finding out whether you have won or lost, coupled with the ability to play multiple games in quick succession makes continuous gambling one of the most addictive forms of gambling available.

GAMING MACHINE PROFITS (GMP) STATISTICS

14. There are plenty of opportunities to gamble in Invercargill with Class 4 venues located in Invercargill. As at 30 June 2023, there were 15 Class 4 gambling venues hosting a total of 226 EGMs (4).
15. Since 2015, Invercargill City has followed the national trend of a general growth in annual Class 4 GMP. The largest spike was in 2022 with approximately \$17.0 million being lost to Class 4 EGMs in Invercargill (4).



16. We cannot be sure why losses continue to grow while machine numbers decrease, but what we do know is that EGM numbers are not reducing fast enough in areas where they need to, such as in areas of high social deprivation. Across Invercargill, 14 out of 15 (93%) of Class 4 venues are located in deciles 9-10 where gambling expenditure is disproportionately derived (4).
17. According to the 2018 Census, the median income in Invercargill is \$29,900 (7). In comparison, every machine in Invercargill made, on average, around \$75,366 in 2022 (4). That means a pokie machine made more than \$45,00 more than the average person in the district.

CLIENT INTERVENTION DATA

18. A total of 123 clients from Invercargill were assisted between July 2021 to June 2022 for all intervention types (8). 50 of these clients were new clients.
19. However, it is difficult to know whether this reflects the exact number of all people impacted by gambling in Invercargill.
20. The Ministry of Health's *Strategy to Prevent and Minimise Gambling Harm* states that "needs assessment and outcomes monitoring reports show that only 16% of potential clients for gambling support services (that is, people whose reported harm results in a moderate to high PGSI³ score) actually access or present at these services", and that this low service use is also evident for other forms of addiction such as alcohol and drugs (5).
21. The Ministry of Health's Continuum of Gambling Behaviour and Harm (Figure 1) estimates the number of people experiencing mild, moderate or severe gambling harm is more than 250,000 – that's more than the population of Wellington (5).

³ The Problem Gambling Severity Index (PGSI) is commonly used to screen and categorise three levels of harm: severe or high risk (problem gambling), moderate risk and low risk.

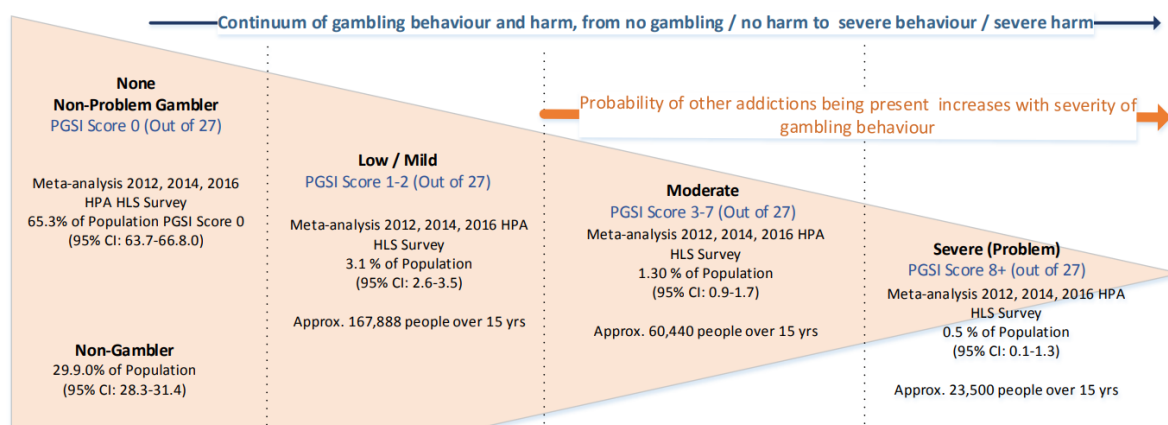


Figure 1: Continuum of Gambling Behaviour and Harm (Ministry of Health, 2019)

- 22. A New Zealand gambling study estimates that 30% of EGM losses is from problem and moderate risk gamblers (9).
- 23. While the Ministry of Health’s client intervention data is not an accurate measure of the prevalence of gambling harm in New Zealand, it can tell us the rate of harm from different classes of gambling amongst those who have sought help.
- 24. Data for 2021/22 shows that of the 4,534 individuals who received full intervention support for their own or someone else’s gambling, 2,111 (46.6%) were for Class 4 EGMs (8).

Primary Mode	Full Interventions	Percentage
Non-Casino Gaming Machines (EGMs or Pokies)	2,111	46.6%
Lotteries Commission Products	535	11.8%
Casino Table Games (inc. Electronic)	388	8.6%
Casino Gaming Machines (EGMs or Pokies)	420	9.3%
TAB (NZ Racing Board)	394	8.7%
Housie	40	0.9%
Cards	41	0.9%
Other	605	13.3%
Total	4,534	100%

Table 1: 2021/22 client intervention data by primary gambling mode.

- 25. Given that almost half of the clients in 2020/21 sought help due to Class 4 EGMs, this indicates the level of harm EGMs are causing in our communities.



ONLINE GAMBLING

26. Online gambling is not within the scope of the Council's Class 4 gambling and TAB policy reviews. Online gambling is the purview of the Department of Internal Affairs (DIA) who are responsible for addressing online gambling within legislation.
27. Like many others in Aotearoa New Zealand, we are concerned that children and young people in particular, are not receiving adequate protections to harmful online content, including exposure to and availability of gambling and gaming products.
28. The Gambling Act 2003 is now almost 20 years old and no longer reflects the online gambling and gaming environment we now have, nor does it afford the robust regulatory framework that will protect consumers online.
29. There is considerable progress being made to improve online safety. The DIA has conducted a *Safer Online Services and Media Platforms* review, and recently consulted on a new approach to content regulation that minimises the risk of harms caused by online content to New Zealanders. This review is welcomed by our organisation and will over time, improve online safety particularly for our children and young people.
30. PGF also notes that an area of concern for local government is that an 'unintended consequence' of a reduction in physical gaming machines through more restrictive Class 4 policy, would lead to an increase in online gambling. As a comment of assurance, there is no tangible evidence that this occurs more rapidly due to a sinking lid policy. Rather, the COVID-19 lockdowns have shown that while there was an increase in online gambling during lockdown (namely, MyLotto sales) (10, 11), people returned to Class 4 gambling after the lockdown. This was highlighted when the DIA saw an increase in GMP by 116% in the June to September 2020 quarter, which followed the COVID-19 lockdown in 2020 (12).
31. Existing evidence suggests that Class 4 gambling competes with other industries for household expenditure, but not so much with other forms of gambling. The New Zealand Institute of Economic Research (NZIER) found that the cost to retail sales of Class 4 gambling was estimated to be \$445 million for the 2018/19 year. Increased retail sales would generate an additional 1,127 full-time equivalent jobs for 1,724 workers worth approximately \$50 million in wages and salaries (13). This is an interesting finding given that previous cost-benefit assessments of Class 4 gambling have tended to assume that this activity creates additional employment or is neutral from an employment perspective.



32. The Minister for Racing Kieran McAnulty has recently approved a 25-year strategic partnership between TAB and Entain (a global sports betting, gaming, and interactive entertainment group), that commenced 1 June 2023. It has been signalled that geoblocking may be used to prevent New Zealanders gambling on overseas websites, thereby creating an online gambling monopoly for the TAB. PGF is uncertain how this partnership will impact participation or harm from online gambling in the future. It is also difficult to predict how this partnership will impact Class 4 gambling policy decision making at the local government level.

DENSITY OF CLASS 4 GAMBLING VENUES

33. What makes Class 4 EGMs more harmful than casino EGMs is their location within our communities and the design of EGM rooms within Class 4 venues.

34. In Invercargill, 14 out of 15 (93%) Class 4 gambling venues (as at 30 June 2023) are located in high deprivation areas, i.e. deciles 7-10 (4). Since 2015, there has been some movement in the location of Class 4 venues. The number of venues has increased by one in deciles 9-10 and decreased by three in deciles 7-8.

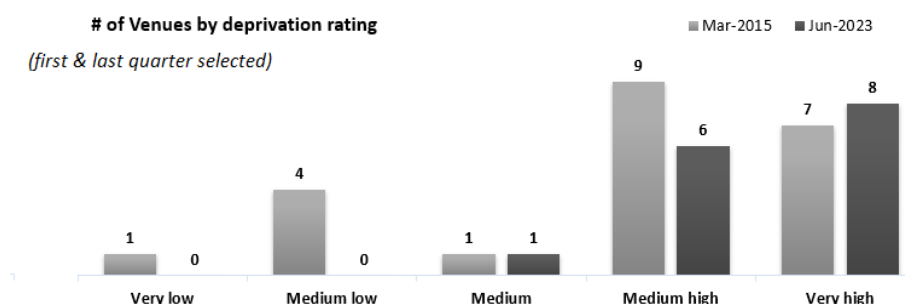


Figure 2: Number of venues in Invercargill by deprivation rating since 2015 (DIA, 2023)

35. Data published by the DIA shows that almost 61% (619 out of 1,015 as at 30 June 2023) of Class 4 gambling venues in New Zealand are located in medium-high or very-high deprivation areas (4).

Very Low Decile 1–2	Medium Low Decile 3–4	Medium Decile 5–6	Medium High Decile 7–8	Very High Decile 9–10
68	137	191	281	338



Table 2: Class 4 gambling venues as at 30 June 2023 by deprivation score.

36. A report commissioned by the Ministry of Health notes that EGMs in the most deprived areas provide over half of the total Class 4 EGM expenditure (14).

IMPACT OF GAMBLING HARM TO VULNERABLE POPULATION GROUPS

37. It is unethical that the majority of Class 4 EGM expenditure is coming from our lowest income households who can least afford it.
38. The 2020 Health and Lifestyles Survey estimates indicated that Māori were 3.13 times more likely to be moderate-risk or problem gamblers than non-Māori and non-Pacific peoples, and Pacific peoples were 2.56 times more likely to be moderate-risk or problem gamblers than non-Māori and non-Pacific peoples (15).
39. Asian peoples also experience gambling harm differently. The 2018 Health and Lifestyles Survey found that Asian people's risk factor of harmful gambling was 9.5 times higher when compared with European/other New Zealanders (16).
40. Research indicates that Māori, Pacific, and Asian peoples experience harmful gambling differently, and that this disparity has not diminished over the years. This is a systemic issue that is inequitable.

EFFICACY OF A SINKING LID

41. From a public health perspective, there is a generally held view that the easier it is to access an addictive product, the more people there are who will consume that product.
42. It follows then that stronger restrictions on the number and location of addictive products, such as EGMs, require a public health approach to the prevention and minimisation of gambling harm.
43. Sections 92 and 93 of the Gambling Act mandate the maximum number of pokie machines a Class 4 venue can host (18 if the venue licence was held on or before 17 October 2001, nine if the licence was granted after that date). This is the minimum regulation a TLA must implement in its Class 4 gambling policy.
44. The Auckland University of Technology's New Zealand Work Research Institute recently published a research paper, *Capping problem gambling in New Zealand: the effectiveness of local*



government policy intervention, which aimed to understand the impact of public policy interventions on problem gambling in New Zealand (17).

45. This research focussed on Class 4 gambling to assess the impact of local government interventions (absolute and per capita caps on the number of machines and/or venues and sinking lid policies) on the number of machines/venues and the level of machine spending over the period 2010-2018.

46. Key findings from this research include:

- a. All three forms of policy intervention are effective in reducing Class 4 venues and EGMs, relative to those TLAs with no restrictions beyond those mandated by the Gambling Act.
- b. Sinking lids and per capita caps are equally the most effective at reducing machine spending.
- c. Those TLAs who adopted restrictions above and beyond those mandated by the Gambling Act experienced less gambling harm than those TLAs who have not.

THE FUNDING SYSTEM

47. Following the removal of tobacco funding, EGMs were introduced with the primary purpose of funding communities.

48. Trusts and Societies are required to return 40% of GMP to the community by the way of grants or applied funding. This has inextricably linked gambling harm with the survival of community groups, sports and services.

49. The unethical nature of the funding model cannot be ignored. The *Gambling Harm Reduction Needs Assessment* (2018), prepared for the Ministry of Health, raises fundamental questions about the parity of this funding system (18).

50. Further research commissioned by the DIA revealed that there is a very strong redistributive effect from more deprived communities to less deprived communities when examining the origin of GMP and the destination of Class 4 grants (19).

51. Ethical and moral concerns are often determining factors for community groups not applying for nor receiving funds from gambling proceeds, but competition for funding and dependence on funding from gambling proceeds often outweigh these concerns.



52. PGF recognises the ethical dilemma experienced by many groups when applying for and receiving Class 4 funding. It was therefore heartening to recently learn of the success of a Sydney Bowling Club (Petersham Bowling Club) after making the transition away from pokies. The Petersham Bowling Club now reports an increased turnover of over 700%, and a much broader and inclusive community environment. Petersham Bowling Club acknowledge how easy it is for managers to fall into the trap of relying on pokies and pokie income, but is testament to the fact that there is life beyond pokie machines and pokie funding (20).

COMMUNITY RETURNS FOR INVERCARGILL

53. For the 2022 calendar year, \$5,549,610 was returned to Invercargill from Class 4 funds. Just over \$2.2m went to sport and a little over \$1m went to community groups (21).

54. We note that Invercargill City Council received \$149,219 from Class 4 Trusts in 2022.

PRIORITISING THE PREVENTION OF HARM

55. While a sinking lid is at present the best public health approach available to TLAs to prevent and minimise gambling harm in their communities, we contend that such a policy does not go far enough – or work fast enough – to do this.

56. Several councils have already expressed their frustration at the limited opportunities available to them in their attempts to reduce the harm from Class 4 gambling in their communities.

57. We continue to encourage Council to advocate to central government for the following:

- a. Adoption of a more sustainable, ethical, and transparent community funding system.
- b. More powers for councils to remove EGMs from their communities.
- c. The urgent removal of Class 4 EGMs from high deprivation areas 7-10 in New Zealand.

CONCLUSION

58. The Gambling Act 2003 was enacted to provide a public health approach to the regulation of gambling and to reduce gambling harm.



59. A sinking lid – with no relocation or venue merger provisions – is the best public health approach available to councils who wish to prevent and minimise gambling harm in their communities.
60. PGF appreciates the opportunity to make a written submission on Council’s proposed Gambling Policy.



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Submission to Invercargill City Council:
Proposed Class 4 Gambling Venues Policy

October 2023

1. INTRODUCTION

We are pleased to submit The Lion Foundation's (TLF) response to the Invercargill City Council's Review in respect of the Class 4 Gambling and TAB (Board) Venues Policy. Our submission relates to Class 4 Gambling only.

The Lion Foundation is one of New Zealand's largest gaming machine societies by venue number, machine number and money returned to the community through grants.

Formed in 1985, we have now distributed over \$1 billion in grants to local, regional and national community causes since our inception and over \$42.3m in our 2022/2023 financial year.

The Lion Foundation acknowledges the thorough and comprehensive process undertaken in this review process. The New Zealand community funding model is one of the most efficient in the world and we support any review that allows consideration to be given to the **total impact** that gambling has on and within our communities. In New Zealand, gaming is not operated for commercial gain, but rather for community gain.

2. SUMMARY OF THE LION FOUNDATION'S POSITION – Class 4 Gambling Venues

The Lion Foundation does not support the adoption of a sinking lid. We support the adoption of the draft capped policy – current numbers. We furthermore support the retention of the current relocation provisions but suggest that the provisions can be enhanced to provide for better harm minimisation outcomes.

Our full submission is set out hereinafter. We would appreciate the opportunity to make an oral submission (online if possible) in respect of our submission.

3. ABOUT THE LION FOUNDATION (TLF)

The Lion Foundations' purpose, simply put, is to effectively and efficiently sustain community funding. Our aim is to protect and help people build better communities in a way that is safe, ethical, transparent, and consistent with the intent of the Gambling Act.

Our focus is on compliance and the reduction of gambling harm. The Lion Foundation is not here to grow or promote gambling.

We currently operate Electronic Gaming Machines (EGMs) at 1 venue in the district:

- Eagle Hotel
134 Gore Street,
Bluff
Operating 8 EGM's, licenced for 9

The venue personnel at this venue are members of the local community and have the community's interest at the heart of the businesses.

4. GAMING MACHINE FUNDING

TLF aims to return at least 90% of funds back to the community of origin (where the funds were generated), with the remaining 10% of funds being returned to organisations providing a national benefit to all New Zealanders.

All local and regional grants are considered by a Regional Grants Committee, comprised of local community members, who are extremely well placed to ensure that grant funding lands where it is most needed.

We are a broad based, inclusive funder - that is, we fund a wide range of organisations across all community groups. Our grants are committed to the following community sectors:

- Sport
- Community, Arts & Culture
- Health
- Education

Please refer to the list of grants distributed from funds generated at the venue in Bluff. Wherever possible, the members of the Regional Grants Committee endeavour to distribute funding to local organisations, however included in the list of grants distributed are some grants that are distributed to organisations outside of Invercargill.

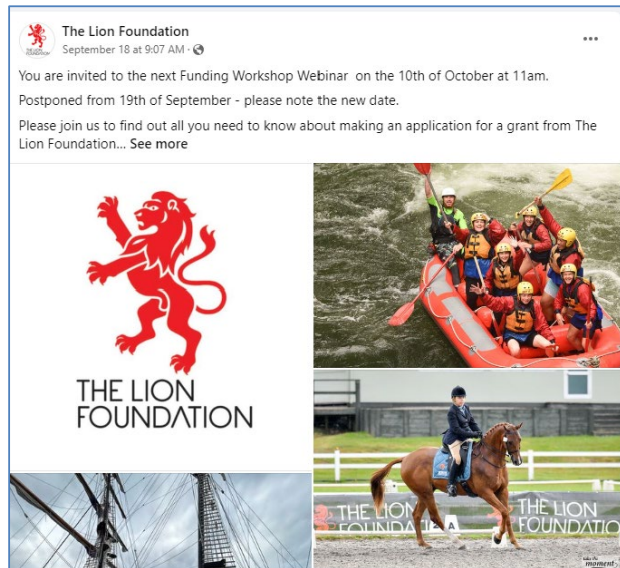
In these few instances, the members of the grants committee have determined that the community benefits directly from the services provided by these organisations, and accordingly it is appropriate to utilise a percentage of “local funds’ to support these excellent organisations.

As stated previously, approximately 10% of all funds generated from all venues is allocated to national organisations, which include (not an exhaustive list):

Life Education Trust	Royal NZ Ballet	Graeme Dingle Foundation
Holocaust Centre of NZ	NZ Football	Surf Lifesaving NZ Inc
Special Olympics NZ	Netball NZ	Basketball NZ
Endometriosis N Z	Assistance Dogs NZ	Royal NZ Plunket Soc Inc
Barnardo's N Z	NZ Spinal Trust	NZ Rugby League Inc

It is important to note that TLF has stringent processes that are employed when a grant is assessed to ensure that grant funding lands where it is supposed to land. Grants can only be distributed for authorised purpose (Gambling Act) and can only be distributed upon successful application.

TLF acknowledges that a vast majority of volunteer-based community organisations do not always have the ability to navigate the process that is involved in applying for Class 4 funding. The highly regulated and complicated granting process is difficult enough for professional funding advisors to navigate. In an effort to ensure that all community organisations have a fair opportunity to access community funding, TLF has launched a series of educational webinars. The webinars provide valuable “*how to information*” and are proving to be a success. These webinars supplement the ongoing work that TLF’s Grants Advisors undertake within the community.



The 2021 TDB Advisory report, *Gambling in New Zealand: A National Wellbeing Analysis*¹, found that gambling in New Zealand had a net positive wellbeing benefit totalling \$1.74b to \$2.16b per annum.

The Gambling Act 2003 seeks to balance the potential harm from gambling against the benefits of using gaming machines as a mechanism for community fundraising. A capped policy appropriately balances the potential harm from gambling whilst preserving access to community funding. Sinking lid policies do not preserve community funding. Given that there is a lack of evidence which proves a correlation between sinking lid policies and a reduction in problem gambling, the adoption of a sinking lid does not support the purposes of the Gambling Act.

In 2021, approximately \$269m of grant funding was approved across 19,148 grants to 10,967 different organisations². In addition, over \$50m was applied by various RSAs and Workingmen’s Clubs (\$50m) to support their own activities. 54% of the grants distributed in 2021 were sports related. The second most popular category was community (20%).

As part of an initiative to inform the Department of Internal Affairs of the value of Community funding in response to a Discussion Document (*Reducing Pokies Harm 2022*), the Gaming Machine Association of New Zealand (GMANZ) collated feedback from numerous community organisations. A very small sample of this feedback: -

¹ https://www.gamblinglaw.co.nz/download/Gambling_in_New_Zealand.pdf

² <https://www.gamblinglaw.co.nz/download/Class-Four-Gaming-Analytical-Review-2021.pdf>

GMANZ - Please explain, in as much detail as you can, how a reduction in community grants would affect your service, group members, and the wider community.

- ❖ *“A reduction in funding would see a reduction in service and experience, ultimately leading to a decrease in the number of people taking part in sport. This would be a social disaster for a country so long the envy of the world to have a declining participation in sport base that this would create.”*
- ❖ *“The less funding we currently annually receive to pay for our leased offices, means the less we are able to deliver our mission which is to grant the one wish of all children aged 3-17 who are living with a critical illness. Funding from Class 4 community grants is critical to our ability to continue to deliver on our mission.”*
- ❖ *“We are in a low decile community and rely heavily on grant funding to support our operations. We are an amateur multi-sports club (mainly rugby) and no, or reduced, grant funding would force our closure. This would deny hundreds of kids the opportunity to get into sport, deny them a safe haven, and be an absolute affront to the thousands of volunteers who have helped the club grow over the last 100+ years.”*
- ❖ *“Cancer Society benefits from these grants, it helps us to cover the cost of salary and events This will have a direct effect on our services we provide to the wider community”.*
- ❖ *“We are a voluntary lifeguard service and reduced funding would impact our ability to offer a front line rescue service. Community grants allow us to purchase equipment for training and subsidize a coach without which over 50 young people would lose out.”*

5. CAPPED POLICY v SINKING LID

- The Lion Foundation does not support the adoption of a sinking lid policy. The current policy (2020) is working and there is no new evidence that suggests that a more restrictive policy is required. The number of Class 4 venues and EGMs have reduced and continue to reduce naturally.
- There is no evidence that a reduction in venues or EGMs results in a reduction in problem gambling³.
- The Gambling Harm Needs Assessment 2021⁴ (commissioned by the Ministry of Health) has identified that:
 - ❖ The prevalence of harmful gambling remains relatively unchanged (page 7). The most recent gambling participation and prevalence data captured in the HLS survey showed

³ National Gambling Study, MOH, 2012-2015. *The National Gambling Study (NGS) was the first NZ longitudinal study into gambling, health, lifestyles, and attitudes about gambling. Evidence to date shows that there is no correlation between the number of machines and the prevalence of people seeking help for problem gambling.*

Funded by the Ministry of Health, the NGS started in 2012 with a randomly selected national sample and followed those respondents over 4 years. The Study showed that despite a reduction in the number of machines from 18,000 in 2012 to 16,000 in 2018, the problem gambling risk did not change significantly from 2012 to 2015. Given population growth, per capita expenditure actually decreased over this period.

⁴ <https://www.health.govt.nz/system/files/documents/publications/gambling-harm-needs-assessment-2021.pdf>

that between 2016 and 2018, the prevalence of harmful gambling among adults (aged 15 years and over) in New Zealand remained relatively unchanged (Te Hiringa Hauora, 2018) (page 32 of the Report).

- The New Zealand National Gambling Study: Wave 4 (2015) found that the problem gambling rate was 0.2% of people aged 18 years and over (approximately 8,000 people nationally). The problem gambling rate is for all forms of gambling, not just gaming machine gambling⁵.
- The Gambling Harm Needs Assessment 2021 report (commissioned by the Ministry of Health) has identified:
 - ❖ The total number of clients for all interventions was 9,502 (including 2,875 existing clients and 6,627 new clients) – a decrease of 10.4% (-1,100 clients) compared with the previous year (page 42).
 - ❖ The total number of clients, excluding brief interventions, was 4,439 (including 2,487 existing clients and 1,952 new clients) – a decrease of 8.6% (-417 clients) compared with the previous year (page 42).
 - ❖ Users of the Gambling Helpline decreased by 30%, falling from 4,806 users in 2017 to 3,328 in 2019 (page 45).
- Figures from the Ministry of Health’s Intervention Client data⁶ (excluding brief interventions) report that in Invercargill City Council a total of 117 clients sought help in the period July 2020 – June 2021. Of this number – 47 presented as *new clients*. In the period in the period July 2021– June 2022 a total of 101 clients have sought help. Of this number – 28 presented as *new clients*.
- The adoption of a sinking lid policy also completely disregards the research that concludes that gambling is a popular form of entertainment that people find enjoyable.
 - ❖ Players mostly realise that they are paying for a leisure experience. They are not expecting to be paid, except for a small minority, who are going to earn an income as a professional gambler.⁷
 - ❖ Gambling is a recreational activity or a kind of participation sport from which the principal satisfaction derives from the activity itself and from the ebb and flow of wins and losses rather than from ultimate outcome - the net amount won or lost. For most gamblers, the purpose of gambling is not to get rich, but to "have fun," to experience "excitement," or to have "something to look forward to," and they view payment for this recreation in the same light as others look on outlays for theatre tickets, vacation trips, or a night on the town.⁸
- Furthermore, TLF believes adopting a sinking lid policy is not appropriate given the significant measures that are already in place to minimise the harm from gaming machines. By way of example (not an exhaustive list):

⁵ <https://www.health.govt.nz/system/files/documents/publications/national-gambling-study-report-6-aug18.pdf>

⁶ https://www.health.govt.nz/our-work/mental-health-and-addictions/gambling/service-user-data/intervention-client-data#total_assisted
Refer table 10

⁷ Parke, J. (2015). Gambling, leisure and pleasure: Exploring psychosocial need satisfaction in gambling. Presentation at the KPMG eGaming summit. <https://assets.kpmg/content/dam/kpmg/pdf/2016/07/im-esummit-report-2015.pdf>.

⁸ Suits, D. (1979). The Elasticity of Demand for Gambling. *The Quarterly Journal of Economics*, 93(1), 155–162. <https://doi.org/10.2307/1882605>

- ❖ There is a statutory age limit that prohibits persons under 18 years of age playing a gaming machine.
 - ❖ There are very restrictive limits on the amount of money that can be staked and the amount of prize money that can be won.
 - ❖ Gaming machines in New Zealand do not accept banknotes above \$20.00 in denomination.
 - ❖ ATMs are excluded from all gaming rooms.
 - ❖ All gaming venues have pamphlets that provide information about the characteristics of problem gambling and how to seek advice for problem gambling.
 - ❖ All gaming venues have signage that encourages players to gamble only at levels they can afford. The signage also details how to seek assistance for problem gambling.
 - ❖ All gaming venues have a harm minimisation policy.
 - ❖ All gaming venue staff are required to have undertaken comprehensive problem gambling awareness and intervention training.
 - ❖ It is not permissible for a player to play two gaming machines at once; and
 - ❖ The design of a gaming machine is highly regulated and controlled. For example, a gaming machine is not permitted to generate a result that indicates a near win (for example, if five symbols are required for a win, the machine is not permitted to intentionally generate four symbols in a row).
- There is a very well-funded problem gambling services exists – which is available 24 hours per day, 365 days per year.

6. RELOCATION CLAUSE

We are pleased that both draft policies presented as part of the consultation process retain the relocation provisions.

However, the current relocation clause only permits relocation of a venue if the venue is moving from outside the CBD or Business 2 zone into the CBD/Business 2 Zone. We would encourage the Council to consider the addition of a clause which allows its officials to apply discretion on a case-by-case basis to permit appropriate instances of relocation of venues already within the CBD/Business 2 Zone. For example, if an applicant can demonstrate that the proposed new site is more desirable from a harm minimisation perspective (area of lower deprivation), a relocation should be permitted even.

7. UNREGULATED ONLINE OFFSHORE GAMBLING

Of great concern is the fact that problem gambling associated with **offshore based online gambling** is growing exponentially. By supporting the adoption of sinking lid policies and therefore supporting and encouraging the closure of physical and safe Class 4 gambling environments, the advocates of sinking lid policies are driving [potential problem] gamblers into a world of unregulated and potentially harmful gambling.

The Gambling Harm Needs Assessment 2021 has identified that: -

- ❖ Access to online gambling for money has increased. Gambling Harm services, lived experience and gambling industry representatives (of which we are one) indicated (at page 26) :-

"How easy it is to start to gamble. Just out of boredom. Instead of going to the pub, you can just stay home, download the apps and enter your card details. So it's definitely changed within the past three years. It used to be going down to the pub. Now it's so effortless you just pop out your phone. (lived experience representative)"

New Zealanders have been informed of the stark realities of the dangers of offshore online gambling by the media:⁹

Online gambling, whether it be pokies or playing live blackjack, is booming.

"When we look at our own customers, what we see is there is about \$30 million a month that's being spent on online gambling and 80 percent of that is offshore," said Julia Jackson, Kiwibank's head of purpose and sustainability.

"It really is [an incredible amount] and what's a really interesting trend that we've seen is from the first COVID lockdown in 2020, that number has massively increased and it hasn't gone down."

The offshore sites raking in millions are based in places including Malta, Cyprus, Gibraltar, Estonia, and Lithuania, where registered companies benefit from low taxes and can offer internet gambling to anyone in the world.

Offshore online gambling providers do not have to operate in accordance with the Gambling Act, do not offer any harm minimisation features to protect players; do not contribute to New Zealand communities.

Furthermore, offshore based online gambling poses considerable risk in that:

- ❖ It is highly accessible, being available 24 hours a day from the comfort and privacy of your home;
- ❖ Has no restrictions on bet sizes;
- ❖ Has no capacity for venue staff to observe and assist people in trouble;
- ❖ Reaches new groups of people who may be vulnerable to the medium;
- ❖ Provides no guaranteed return to players;
- ❖ Is more easily abused by minors;
- ❖ Is unregulated, so online gamblers are often encouraged to gamble more by being offered inducements or by being offered the opportunity to gamble on credit. For example, many overseas sites offer sizable cash bonuses to a customer's account for each friend that they induce to also open an account and deposit funds.

⁹ <https://www.newshub.co.nz/home/new-zealand/2022/03/kiwibank-customers-spending-30m-every-month-playing-on-online-gambling-sites.html>

The Gambling Commission in its recent commentary - **REPORT ON THE PROPOSED PROBLEM GAMBLING LEVY: 2022-2025, dated 10 February 2022**¹⁰, suggested that the Ministry of Health should give –

“Serious consideration should be given to including online gambling as a leviable sector within the problem gambling formula set out in section 320 of the Act. Online gambling is already responsible for a growing number of presentations to problem gambling service providers, a trend that is likely to continue as life moves increasingly online”.

8. HARM MINIMISATION

The Lion Foundation is committed to preventing and minimising harm from gambling, including problem gambling, whilst facilitating a responsible and legal form of recreational gambling. As such, TLF supports the **monitoring and review** aspects of the proposed draft capped policy.

We are committed to creating safe gambling environments in all our venues, and minimising the harm caused by problem gambling.

At TLF we play a considerable part in the prevention and minimisation of harm at the venues – *a fence at the top of the cliff* approach. We ensure our Venue Operators and their gaming staff are fully trained in all relevant areas of harm minimisation. We have released an online training system which has been developed by industry professionals. Input has been sought and received from all walks of life, including employees of the Salvation Army Oasis National Office. We are currently reviewing our training programme and resources to ensure compliance with the recently amended Harm Minimisation Regulations.

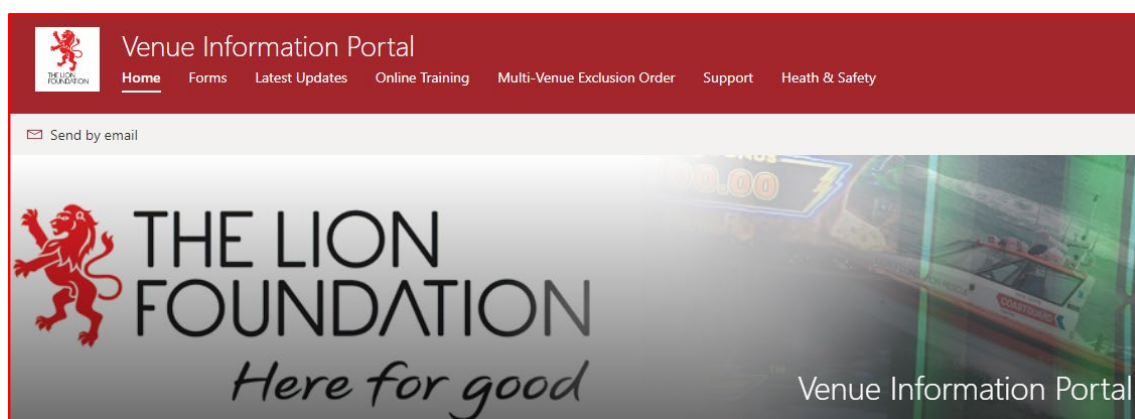
In addition to our online programme, all staff involved in gaming at The Lion Foundation venues undertake frequent face to face training courses (including refresher courses) run by experienced TLF personnel. All TLF personnel have a wealth of experience in the gaming and hospitality sectors. Training focuses on problem gambling – how to observe and identify problem gamblers, how to support problem gamblers and how to ensure that harm is minimised. Gaming rooms may not be operated unless a person fully trained in harm minimisation is on duty. In addition to the ongoing training, our industry trained staff are constantly in contact with the venue staff and are available to assist with a variety of matters at a moment’s notice – either in person or telephonically.

The Lion Foundation offers a range of harm minimisation material to the gambler in the venue – including, but not limited to, wallet cards with information for potential problem gamblers, signage in and around gaming rooms from the Health Promotion Agency, etc. Venue staff interaction and supervision and observation of patrons is also key to the minimisation of harm.

By accessing a customised *Venue Information Portal* (screenshot extracts below), venue personnel have immediate access to a suite of harm minimisation products. These include educational videos, the suite of Health Promotion Agency material, training aids, industry updates, Health and Safety

¹⁰ https://www.gamblingcommission.govt.nz/GCwebsite.nsf/wpg_URL/Reports-Publications-Problem-Gambling-Levy-2022-2025!OpenDocument

material. A Gambling Harm Service referral form is immediately accessible via the portal and assists problem gamblers receive the help that they require from the Salvation Army and other service providers.



We support the introduction of new harm minimisation measures, provided they are based on good evidence that they will have a positive impact on the reduction in harm caused by gambling.

9. PROBLEM GAMBLING LEVY 2022-23 TO 2024-25

Each year the Class 4 Gambling industry contributes significant amounts to a problem gambling levy **in addition** to in-house harm minimisation and prevention initiatives. With a budget of approximately \$76mil over a three-year period¹¹, this funding allows the Ministry of Health to support and treat gambling addiction and to increase public awareness.

Has sufficient progress been made in previous years? In addition to extracts from The Gambling Harm Needs Assessment 2021 referenced in previous paragraphs, the report has furthermore identified:

- ❖ There was a common perception among interviewed participants from all gambling stakeholder groups, and many workforce survey respondents, that limited progress had been made across most objectives set out in the Strategy to Prevent and Minimise Gambling Harm 2019/20-2021/22 (page 8).
- ❖ In relation to objectives 1 and 2 (MoH Strategy 2019-2022), reducing gambling-related harm inequities for Māori, Pacific and Asian peoples, and ensuring Māori have healthier futures through the prevention and minimisation of gambling harm; most interviewed participants and around half of the workforce survey respondents considered that little to no progress had been made against both objectives (page 55).

¹¹ <https://www.health.govt.nz/publication/strategy-prevent-and-minimise-gambling-harm-2022-23-2024-25>

Responding to the Draft Strategy to Prevent and Minimise Gambling Harm 2022-23 to 2024-25, the Gaming Machine Association of New Zealand has implored the Ministry to do things differently¹². One glaring omission from the strategy is any investment at the top of the cliff – instead of repeating failed investment at the bottom of the cliff. It is disappointing to note that the Strategy to Prevent and Minimise Gambling Harm 2022-2023 2024-2025, which provides a budget of \$76 million over the period hasn't answered the call for change. The report of the Gambling Commission has highlighted these deficiencies:-

2. EXECUTIVE SUMMARY

2.1 The Commission's recommendations are as follows:

(a) The total amount of the levy for the period 1 July 2022–30 June 2025 be set at \$76.123 million.

(b) The weightings of W1 (expenditure) and W2 (presentations) should be set at 30:70.

(c) Within the next levy period, the Ministry **should undertake a major strategic review of its problem gambling strategy and use that review to determine the necessary funding requirements. Rather than accepting a historically determined budget envelope, the Ministry should re-assess the future analytical and operational requirements of an integrated problem gambling strategy and develop an updated comprehensive strategy with costings based upon those requirements.**

(d) As part of this review, the **Ministry should collaborate meaningfully** with the main participants of this process; the gambling industry operators, the problem gambling service providers and those with lived experience, **in order to make use of their collective wisdom as part of the process to develop the new strategy.** As part of this review, the Ministry should initiate a long-term research programme which looks beyond the 3-year levy cycle in order to inform future decision making about what makes a real difference in reducing gambling harm in New Zealand.

(e) **Serious consideration should be given to including online** gambling as a leviable sector within the problem gambling formula set out in section 320 of the Act. Online gambling is already responsible for a growing number of presentations to problem gambling service providers, a trend that is likely to continue as life moves increasingly online.

(f) The Ministry and the Department of Internal Affairs (the "Department") should investigate whether more refined data can be collected in relation to online gambling expenditure and presentations. At present, "online gambling" appears to be discussed generically but there may be important distinctions from a policy perspective between New Zealand gambling operators which also have an online presence (Lotto, TAB NZ and SKYCITY) and those online operators that are based entirely offshore. Consideration should also be given to refining data in relation to the New Zealand gambling operators which provide both online and terrestrial gambling (Lotto, TAB NZ and SKYCITY). **These data may show whether there are material harm differences between participation in the same form of gambling online or at a physical venue.**

Despite these deficiencies, we hope that the next three years will see a decline in the rates of recidivism [amongst problem gamblers] and a positive change in the prevalence rates which has to date not been witnessed despite substantial investment over the past 10 years.

¹² <https://www.gmanz.org.nz/resource/submission-strategy-to-prevent-minimise-gambling-harm-and-the-problem-gambling-levy-2022-2025/>

10. CONCLUSION

It is our submission that the Council's policy needs to optimise the balance between reasonable controls over the incidence of problem gambling against the generation of funds for the community from legitimate gambling. The adoption of a sinking lid does not, in our opinion achieve this.

Finally, we are not here to grow gambling; we believe though that pragmatic use of funds generated by this legalised form of entertainment make a hugely positive contribution to community life across New Zealand.

For further comment or information please contact Tony Goldfinch at The Lion Foundation on [REDACTED] or email: [REDACTED] or Samantha Alexander on [REDACTED] or email: [REDACTED]

Gambling Policies Hearings Agenda - Submissions

Approved Grants - Payments by TLA

Filtered By:

Show: All tlas
 Date Field: Payment Date equals Custom (1/04/2020 to 21/08/2023)
 Allocated Amount greater or equal 1
 AND TLA ID equals 24
 Grant Request: Category: Grant Request: Category - Sorted ascending

Grant Request: Grant Request Number	Grant Request: Organisation Name	Grant Request: Authorised Purpose	Grant Request: Amount Requested	Allocated Amount from Invercargill	Final Granted Amount	Payment Date
Grant Request: Org TLA: Christchurch City Council (2 records)						
Grant Request: Category: Health (2 records)						
9039524	Southern Hearing Charitable Trust	towards operational costs (excl GST)	\$100,000.00	\$5,000.00	\$70,000.00	27/01/2023
9039763	Order of St John South Island Region Trust Board	towards purchase NeoMates Paediatric Restraint systems for the South Island Region (excl GST)	\$315,065.75	\$10,000.00	\$111,000.00	30/03/2023
Grant Request: Org TLA: Hamilton City Council (1 record)						
Grant Request: Category: Health (1 record)						
9040204	Brain Tumour Support Trust NZ	towards ongoing website development and maintenance, 1 May 23 - 31 Mar 24 (excl GST, April payments)	\$10,000.00	\$1,000.00	\$8,000.00	4/05/2023

Gambling Policies Hearings Agenda - Submissions

Grant Request: Org TLA: Invercargill City Council (26 records)						
Grant Request: Category: - (1 record)						
9035886	Bluff Rugby Football Club Inc.	towards purchase of junior jerseys (incl GST)	\$5,000.00	\$5,000.00	\$5,000.00	31/03/2022
Grant Request: Category: Community - Culture - Arts (8 records)						
9031128	Miharo Murihiku Trust	towards artist fees for South Sea Spray Bluff - mural painting around Motupohue Feb 2021(excl GST)	\$10,000.00	\$7,000.00	\$7,000.00	28/01/2021
9032578	Bluff Oyster & Food Festival Charitable Trust	towards marquees, chiller trailer, hot water system, tables & Chairs, portable toilets, TV installation for 2021 festival (excl GST and Strawberry sound systems and sundries)	\$20,000.00	\$10,000.00	\$10,000.00	27/05/2021
9038924	Kiwi Harvest Ltd	towards purchasing a chiller and freezer to help store food for Invercargill branch (excl GST)	\$37,132.00	\$10,000.00	\$10,000.00	2/03/2023
9037333	Miharo Murihiku Trust	towards the production, sound and labour costs associated with live streaming the 2022 Murihiku Polyfest in Invercargill (excl GST)	\$20,000.00	\$2,000.00	\$2,000.00	1/09/2022
9038096	Indian Community Southland Inc	towards photography and videography services for diwali event (incl GST)	\$2,800.00	\$2,800.00	\$2,800.00	3/11/2022
9038200	Tuurama Trust	towards a free community event to uplift the youth and community (excl GST & Marae venue hire)	\$10,000.00	\$3,000.00	\$3,000.00	3/11/2022
9036903	Southland Social Studies Fair Soc Inc	towards venue hire, advertising and certificates for the Social Sciences Fair (incl GST & excl badges)	\$2,000.00	\$2,000.00	\$2,000.00	30/06/2022
9036867	Bluff Promotions Assn Inc	towards cabling/lighting, internal panels and panel design for 24/7 information kiosk (incl GST)	\$18,000.00	\$18,000.00	\$18,000.00	28/07/2022

Gambling Policies Hearings Agenda - Submissions

Grant Request: Category: Education (7 records)						
9029379	Graeme Dingle Foundation Southern	towards 2x salary of Kiwi Can Coordinator southland Oct -Dec 2020	\$9,367.00	\$3,000.00	\$3,000.00	25/09/2020
9032173	Southland Social Studies Fair Soc Inc	towards certificates, venue hire, advertising and street banner for Social Sciences Fair 15-19 June 2021 (inc GST excl Badges)	\$2,000.00	\$1,000.00	\$1,000.00	29/04/2021
9034047	Graeme Dingle Foundation Southern	towards salaries of 4x Kiwi Can Leaders in Southland schools, Oct - Dec '21	\$6,000.00	\$5,000.00	\$5,000.00	29/10/2021
9034306	Southland Youth One Stop Shop Trust	towards purchase of desktops (excl GST & cell phones)	\$4,864.00	\$2,174.00	\$2,174.00	26/11/2021
9037326	Southland Science and Technology Fair	towards venue hire for the Southland Science and Technology Fair (incl GST)	\$2,000.00	\$2,000.00	\$2,000.00	1/09/2022
9037667	Graeme Dingle Foundation Southern	towards four weeks' salary of our four Kiwi Can Leaders	\$6,000.00	\$5,000.00	\$5,000.00	5/10/2022
9041188	Southland Science and Technology Fair	towards venue hire for 2023 Fair (incl GST & excl catering and social media/advertising)	\$3,000.00	\$2,000.00	\$2,000.00	29/06/2023
Grant Request: Category: Health (6 records)						
9029405	Head Injury Soc of Southland Inc	towards lease of office October 2020 - August 2021 (excl Wages and car park expenses)	\$5,000.00	\$1,000.00	\$1,000.00	25/09/2020
9029930	C C S Disability Action Southland Inc	towards faces masks, safety glasses, hand sanitiser, aprons and gloves for support work staff (excl GST)	\$1,140.00	\$1,140.00	\$1,140.00	29/10/2020
9032136	Youthline Southland Inc	towards rent costs April - Sept 2021 (excl GST and volunteer training and supervision)	\$7,291.00	\$2,000.00	\$2,000.00	29/04/2021
9033267	Conductive Education (Southern) Charitable Trust	towards salary of Conductor, Aug '21 - July '22	\$15,000.00	\$10,000.00	\$10,000.00	29/07/2021

Gambling Policies Hearings Agenda - Submissions

9033414	C C S Disability Action Southland Inc	towards 20x packets of protective gloves, an adjustable desk, cable basket and anti-fatigue mat (excl. GST)	\$1,500.00	\$1,500.00	\$1,500.00	29/07/2021
9037477	C C S Disability Action Southland Inc	towards purchase of a computer monitor, a height-adjustable desk with cable basket and anti-fatigue mat (excl GST)	\$1,200.00	\$1,200.00	\$1,200.00	1/09/2022
Grant Request: Category: Sport (4 records)						
9029376	Cycling Southland Inc	towards costs of vehicle hire and race programme printing for the 1-7 November 2020 SBS Bank Tour of Southland (excl GST)	\$12,000.00	\$10,000.00	\$10,000.00	1/09/2020
9033542	Cycling Southland Inc	towards traffic management and a St John Ambulance for the 2021 SBS Bank Tour of Southland, 31 Oct - 6th Nov 2021 (excl GST)	\$12,000.00	\$5,000.00	\$5,000.00	4/10/2021
9034814	Bluff Yacht Club	towards a new rescue boat (incl GST)	\$8,250.00	\$8,250.00	\$8,250.00	16/12/2021
9037393	Cycling Southland Inc	towards traffic management and a St John ambulance for delivery of the 2022 SBS Bank Tour of Southland (excl GST)	\$12,000.00	\$3,000.00	\$3,000.00	1/09/2022
Grant Request: Org TLA: LF National (11 records)						
Grant Request: Category: Community - Culture - Arts (6 records)						
9028694	Chamber Music New Zealand Trust Board	towards artists fees associated with Quartet Tours (excl GST, International airfares, venue hire, accommodation, travel, commission, marketing, admin, staff costs).	\$36,000.00	\$6,000.00	\$12,000.00	25/06/2020
9031423	N Z Symphony Orchestra Foundation	towards venue hire for Setting Up Camp tour 22 Feb - 14 June 2021 (excl GST)	\$70,260.00	\$1,250.00	\$15,000.00	25/02/2021

Gambling Policies Hearings Agenda - Submissions

9031735	Scout Assn of N Z	towards 20 RS Feva Learn to Sail Boats as per locations stated (excl GST)	\$50,000.00	\$3,000.00	\$40,000.00	26/03/2021
9037109	Chamber Music New Zealand Trust Board	towards artist fees for the 2022 "Letters from Iraq" concert tour (excl. GST)	\$20,000.00	\$2,000.00	\$20,000.00	28/07/2022
9040063	Taki Rua Productions Soc Inc	towards 12 weeks fee of two Kaiwhakaari (Performers) for the national 2023 Te Reo Māori Season (excl GST)	\$26,400.00	\$2,500.00	\$20,000.00	4/05/2023
9040785	Meat the Need	towards salary of Operations Manager	\$40,000.00	\$2,500.00	\$30,000.00	29/06/2023
Grant Request: Category: Education (1 record)						
9036432	N Z Robotics Charitable Trust	towards National Manager's salary, Jul '22 - Mar '23	\$50,000.00	\$1,000.00	\$20,000.00	30/06/2022
Grant Request: Category: Health (2 records)						
9029314	N Z Land Search & Rescue Inc	towards x400 sets of rainwear jackets & over trousers (excl GST)	\$285,105.00	\$1,000.00	\$100,000.00	25/09/2020
9041785	Brain Injury N Z Inc	towards National Administrator wages, Microsoft 365, audit, Xero, website hosting, 1 Aug 23 - 30 Jun 24 (incl GST, excl consultant fees, travel expenses, meeting costs)	\$24,838.09	\$1,250.00	\$10,000.00	27/07/2023
Grant Request: Category: Sport (2 records)						
9034599	Motorcycling N Z Inc	towards medical cover for 2022 New Zealand Superbike Championship series (excl GST)	\$40,000.00	\$5,000.00	\$15,000.00	26/11/2021
9038502	Motorcycling N Z Inc	towards medical care for our 10 rounds of New Zealand Motocross and Road Race Championships, Dec 22 - March 23 (excl GST)	\$68,075.00	\$5,000.00	\$15,000.00	1/12/2022
Grand Totals (40 records)						

**Respondent No:** 1**Login:** Anonymous**Email:** n/a**Responded At:** Sep 19, 2023 09:56:51 am**Last Seen:** Sep 19, 2023 09:56:51 am**IP Address:** n/a

Q1. **Full name:** Melissa Webb

Q2. **Organisation:** not answered

Q3. **City / town:** Invercargill

Q4. **Postcode:** 9810

Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** No

Q6. **Do you support a sinking lid or a cap approach?** Sinking Lid


Q7. **Is there anything you would change in the draft policies?**

"Children are not left unattended while gambling is undertaken" I would rather it be "Gambling should not be exercised when anyone under the age of 18 is in your company. For example: Parent 1, and Parent 2 and the little one head down to the bar for a feed, mum heads to the pokies while little one stays with Parent 2. There are two outcomes. 1. Parent 1 comes back ecstatic! They had a win, 'I'll shout dessert' The wee one is being exposed to the positive feeling as a result of winning, Parent 1 is happy and little one is treated to dessert, win win right? Past studies have shown that winning could influence people to gamble more and, in this case, the little one is witnessing the positive effects winning has and may be more likely to gamble in the future or encourage their parents to gamble more. 2. Parent 1 comes back, disappointed, stressed - it wasn't a win, in fact more was put in the machines than they could afford. The little one recognizes this situation and is sharing the lows of losing, these feelings a child should not have to experience. This can cause stress and trauma for a child and may also mean this child misses out on basic necessities as the household money was gambled away. Although in both scenarios the child was not left unattended, they are still exposed to the effects gambling has. It doesn't matter if the win/loss is minor or significant, no child should be exposed to it at all. We need to protect our children, especially when gambling in having a big impact on their life. Young children can miss out on basic essentials if a parent has gambled away household money. Gambling can lead to broken homes, damaged relationships, physical and emotional harm, and a higher risk of the children becoming problem gamblers themselves. BREAK THE CYCLE

Q8. **Do you have any other comment?**

I support the Sinking Lid Policy as I believe this is the way forward to reduce the amount of gambling that can be done, lowering the risk of addiction and creating a new culture that is more sociable, stable and responsible for our future generations that doesn't involve throwing money in the pokies each time they are in a bar.


Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes

	Respondent No: 2	Responded At: Sep 26, 2023 21:11:32 pm
	Login: Anonymous	Last Seen: Sep 26, 2023 21:11:32 pm
	Email: n/a	IP Address: n/a

- Q1. **Full name:** Mary Napper
-
- Q2. **Organisation:** not answered
-
- Q3. **City / town:** Otautau
-
- Q4. **Postcode:** 9689
-
- Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** No
-
- Q6. **Do you support a sinking lid or a cap approach?** Sinking Lid
-
- Q7. **Is there anything you would change in the draft policies?**
It is important that a sinking lid is introduced and the policies required so this can happen.
-
- Q8. **Do you have any other comment?**
not answered
-
- Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes
-

**Respondent No:** 3**Login:** Anonymous**Email:** n/a**Responded At:** Sep 27, 2023 07:16:24 am**Last Seen:** Sep 27, 2023 07:16:24 am**IP Address:** n/a

- Q1. **Full name:** Roger Deacon
-
- Q2. **Organisation:** Queens Park Medical Centre
-
- Q3. **City / town:** New River Ferry
-
- Q4. **Postcode:** 9879
-
- Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** No
-
- Q6. **Do you support a sinking lid or a cap approach?** Sinking Lid
-
- Q7. **Is there anything you would change in the draft policies?**
No
-
- Q8. **Do you have any other comment?**
"Voluntary codes of conduct "aren't worth the paper they are written on At best half arsed, but mean council either can't be arsed or simply doesn't care The difficulty with removing local gambling simply reduces the competition for on line garbage, this does NOT negate its ethical value We see harms all the time Those who profit from gambling rant on about freedom (to harm self and others ie take food from babes, shoes from teens and abuse of whanau)
-
- Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes
-

	Respondent No: 4	Responded At: Oct 11, 2023 17:04:51 pm
	Login: Anonymous	Last Seen: Oct 11, 2023 17:04:51 pm
	Email: n/a	IP Address: n/a

Q1. **Full name:** Andrew Gray

Q2. **Organisation:** St John - South Island

Q3. **City / town:** South Island - Christchurch Based

Q4. **Postcode:** 8083

Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** No

Q6. **Do you support a sinking lid or a cap approach?** Cap

Q7. **Is there anything you would change in the draft policies?**
not answered

Q8. **Do you have any other comment?**
A large portion of funding that supports the St John frontline ambulances, comes from gaming machine community funding. None of the capital works or frontline ambulances are government funded and without this gaming machine community support, it would be incredibly difficult to see how we could continue to offer the same lifesaving support to local communities as we do now, especially when the demand on our services is on the increase.

Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes

**Respondent No:** 6**Login:** Anonymous**Email:** n/a**Responded At:** Oct 16, 2023 22:03:45 pm**Last Seen:** Oct 16, 2023 22:03:45 pm**IP Address:** n/a

Q1. **Full name:** Liam Neil Calder

Q2. **Organisation:** Nil

Q3. **City / town:** Invercargill

Q4. **Postcode:** 9812

Q5. **Would you like to speak to Council about your submission? Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom** No

Q6. **Do you support a sinking lid or a cap approach?** Cap

Q7. **Is there anything you would change in the draft policies?**

not answered

Q8. **Do you have any other comment?**

not answered

Q9. **Would you like to receive updates about Council's future consultations and engagements?** Yes

Make a submission

letstalk.icc.govt.nz



Share your thoughts on the Gambling Policies Review

Personal details

Full name: MR Brian Robert Nicholson (Nicholson) (Required)

Email: No email (Required)

Contact Phone: [Redacted] Postcode: 9810 (Required)

Would you like to speak to Council about your submission? Y / N

Note: Public Hearings are currently scheduled for the week of 6 November, this is subject to change. You will be given the option to speak in person or via Zoom.

Do you support a sinking lid or a cap approach? (Choose any one option) (Required) → Sinking Lid Cap

Is there anything you would change in the draft policies?
No

Do you have any other comment?
Voluntary Code of Conduct Yes to this
The sooner the better here City CBD + suburbs

Please attach extra sheets of paper if required.

Would you like to receive updates about Council's future consultations and engagements? Y / N (through DX Mail courier service)

How do I make a submission on the Gambling Policies Review?

The easiest way is to submit online using the survey form at letstalk.icc.govt.nz
Alternatively, you can pick up a submission form and drop one off at Te Hīnaki Civic Building at 101 Esk St, the Invercargill Public Library or the Bluff Service Centre. You can also email the Policy team at policy@icc.govt.nz



Post: Submission – Gambling Policies Review Feedback
Invercargill City Council
Private Bag 90104
Invercargill 9840



Submissions are due by 4pm, 18 October 2023.

